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ABSTRACT

In the context of the growing challenges to public education that have materialized in California over the past decade, this first of two volumes is presented as a resource document for legislators and others interested in education reform. Volume 1 looks at emerging education issues for the 1995-96 legislative session and summarizes the state's policy-making activities since 1983. It presents a summary of major education legislation over the last ten years, identifies major education reports and studies, presents the results of statewide opinion polls, and includes a demographic update of California schools. Emerging education issues include youth, school support, school structures and governance, and curriculum and instruction. Appendices contain student demographic data, a summary of major education bills passed by the California legislature (1983-93), a list of major California education studies and reports (1983-present), a comparison of the recommendations made by selected California studies and reports, and the results of recent statewide opinion polls on education. (LMI)

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EDUCATION REFORM BRIEFING BOOK

Volume I, First Edition

Education Reform in Review and Emerging Education Issues in California

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California Senate Office of Research

July 1994

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EDUCATION REFORM
BRIEFING BOOK

Volume I, First Edition

Education Reform in Review and
Emerging Education Issues in California

Prepared by Kim Connor and Melinda Melendez

California Senate Office of Research
Elisabeth Kersten, Director

Edited by Rebecca LaVally
Formatted by Ginny Daley and Debra Smith

July 1994

PREFACE

This Briefing Book as a Resource Document

In the context of the growing challenges to public education that have materialized in California over the past decade, this two-volume briefing book is presented as a resource document for legislators, their staff members, and others interested or involved in education reform. The extensive appendices contained in this briefing book are meant to provide a convenient set of references for those seeking comprehensive but readily accessible data and other information about the state of California education.

Volume I looks at emerging education issues for the 1995-96 legislative session and summarizes the state's policy-making activities since 1983. It presents a summary of major education legislation over the last 10 years, identifies major education reports and studies, compares the recommendations of several comprehensive reports, offers the results of statewide opinion polls, and includes a demographic update of California schools. Volume II presents the findings and recommendations of major education reform studies and reports published over the last 10 years.

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I. INTRODUCTION

Ten Years of Educational Change in Context

In glancing backward over the last 10 years and in looking forward to the next few years, this report provides a broad overview of the demographic, legislative, and political changes that have affected California public schools from kindergarten through high school since 1983.

Although one might be tempted to characterize all of the positive trends of the last 10 years as "comprehensive education reform" and all of the negative elements as "a conspiracy of obstacles and challenges," the truth is that together they unfold as a chain of events leading us to the state of educational affairs in 1994. Some of the trends, reforms or events described in this report were intended to respond to, revise, or even reverse previous ones. Education experts generally agree, however, that SB 813, the Hughes-Hart Educational Reform Act of 1983, was the starting point for this state's journey down the road of educational reform.

California was not alone in focusing attention on a need for changes in the educational system at that time. It was in April of 1983 that a report was released by the National Commission on Excellence in Education, blasting the "rising tide of mediocrity" that it said threatened the U.S. educational system and society as well. "A Nation at Risk: The Imperative for Educational Reform" only served to underscore an awareness that already had caught hold in the California Legislature. SB 813, a 214-page bill addressing dozens of educational issues, had been in the process of development, drafting, and amendment for the year leading up to its passage in July 1983.

Key Players in Educational Reform

There have been many educational leaders, organizations, and community and state agencies in California that have played key roles in the development, passage, failure, or implementation of education reforms since 1983. This report is not their story, although that could be a very interesting report in itself. It is important to note, however, that the role of Bill Honig, state superintendent of public instruction from 1983 to 1993, was crucial in shaping educational change during this period — in terms of policy, technical assistance, and in gaining public support for reform.

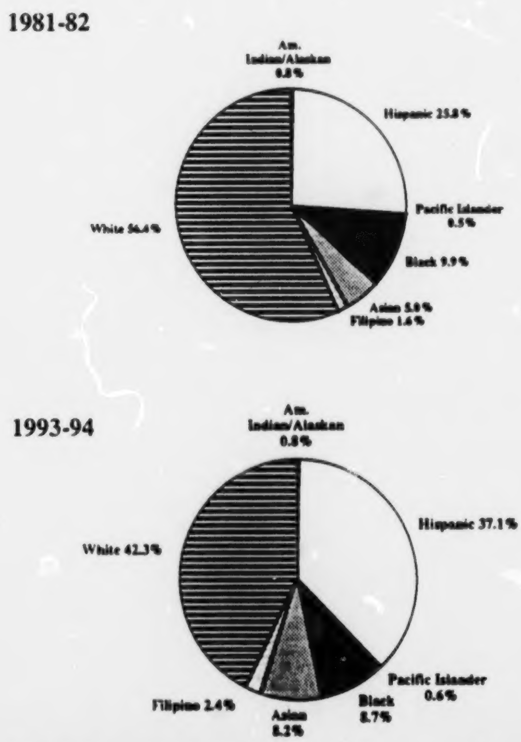
Another important aspect of California school reform that this report does not examine is the growth of the various interest groups that have proliferated and grown into considerable constituencies as the number and size of categorical programs for students with special needs also has increased. In some years, these constituencies have provided critical support for education programs that have come under political fire, were scheduled to terminate or risked severe budget cuts.

Demographic Changes in the Student Population

The size and nature of the California student population has changed dramatically over the last 10 years, increasing by more than 100,000 students annually to 5.2 million in 1992-93. Although the annual rate of this growth has slowed in the last two years from 3.7 percent to approximately 1.7 percent, accelerated growth is expected in the next several years, leading to nearly 7 million students by the year 2001.

More remarkable than the increase in students, however, is the change in the composition of California's school-age population, partially the result of immigration and birth rate trends that began several years ago. Racial and ethnic minority students are the minority no longer — they have now become the majority. The latest available data from the California Department of Education indicates that 56.6 percent of students are members of racial or ethnic groups other than white, and that percentage is expected to continue to increase. In stark contrast, 80 percent of California's teachers are white.

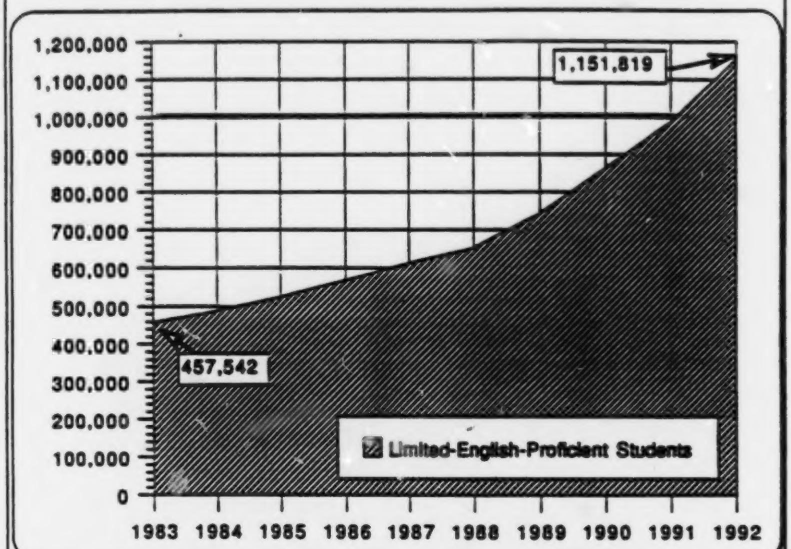
California Schools' Changing Ethnic Makeup



California Department of Education

The number of limited-English-proficient (LEP) students is now at 1.15 million, approximately 22.2 percent of the entire student population in 1992-93, and double the number just 10 years ago. Spanish is spoken by 77 percent of the LEP population. These English-learners comprise more than 80 percent of all new students in our schools and represent a serious challenge to educators.

Limited-English-Proficient Students Double in Just a Decade



CA Dept Education 8/93 wlr

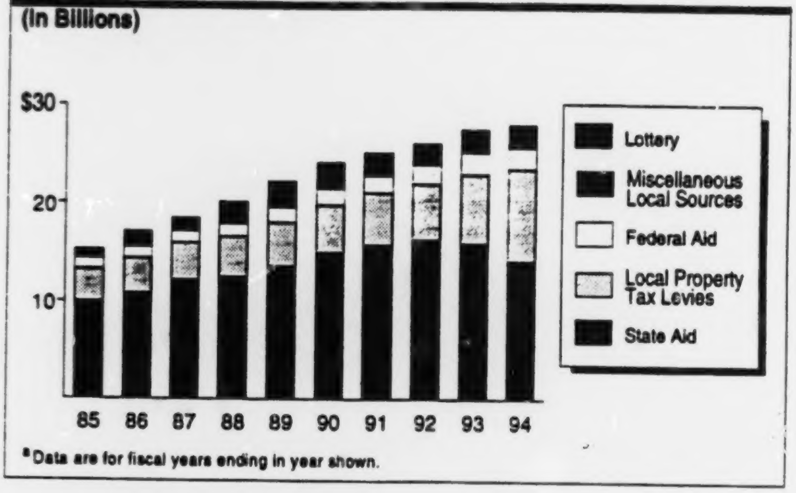
Less Money Per Pupil Available for Schools

Other changes in California students reflect societal changes: increasing numbers of children come from single-parent households, live at or below the poverty level, and already are "at risk" educationally upon entering school.

Reform efforts in California have been hampered by fiscal constraints due to the continuing economic crisis and changes in school funding since Proposition 13 of 1978, when Californians voted to cut property taxes. As a result of that ballot proposition, school districts lost their historic reliance on a valuable source of local funding, the property tax, and local communities lost their ability to use the property tax base to raise local revenue. Instead, the bulk of school funding shifted to the state General Fund, which has shown the smallest percentage increase of any fiscal source for education over the last 10 years. General Fund spending for schools has risen only 43 percent compared to a 182.9 percent increase in local property tax levies and a 103.4 percent increase in federal funds for schools since the early 1980s.

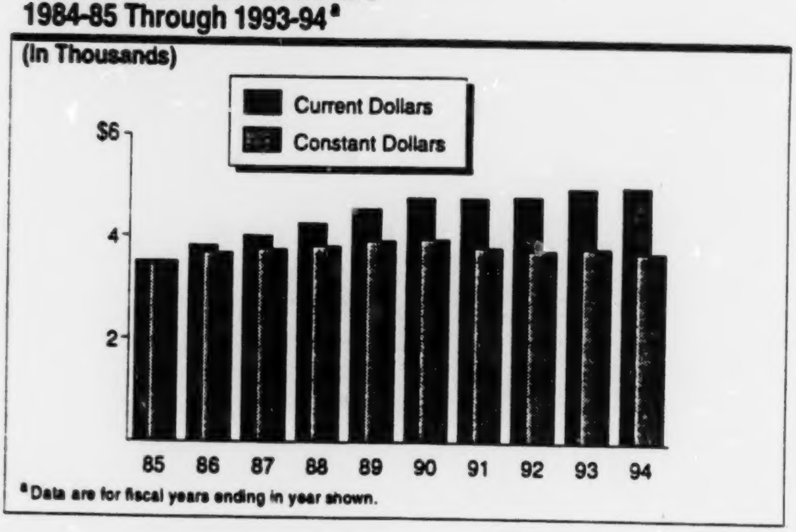
Proposition 98, an initiative largely financed and supported by the teachers unions and major education organizations in California, was passed by the voters in 1988. It attempted to provide stable funding for K-12 schools and community colleges by guaranteeing a minimum level of funding for education though dedication of approximately 40 percent of each state budget. But in recent years, the entire state budget has been shrinking; the result has been a trend of inadequate funding for school districts and a commensurate slowing of the momentum in educational reform.

K-12 Education Funding
By Funding Source
1984-85 Through 1993-94[a]



[a] Data are for fiscal years ending in year shown.

K-12 Education Funding Per Student
Current and Constant Dollars
1984-85 Through 1993-94[a]



[a] Data are for fiscal years ending in year shown.

Source: Legislative Analyst's Office

Gradual erosion in fiscal support for education, a continued funding crisis, an inability among educators to quickly adapt to the new student population — all have contributed to a drop in rankings among the states on some indicators of quality education. For example, California now ranks highest in class size, with 24.1 pupils enrolled per teacher, compared to the U.S. average of 17.3. The state ranks 39th in expenditures per pupil, spending $4,627 compared to a national average of $5,616. Another indicator shows that California, while ranking tenth in per capita income, ranks 46th in the amount of personal income directed to public schools.

California Drops in Some Rankings, Improves in Other Areas

On the other hand, despite the increase of 100,000 new students annually, the growth of LEP students to 20 percent of the student population, many more students living in poverty, or coming to school with family problems, California has managed to show impressive results on other quality education indicators. Fourteen percent more students (including 49 percent more minorities) took the Scholastic Aptitude Test (SAT) in 1991-92 than in 1983-84, even though there were 2 percent fewer seniors, with larger numbers showing high scores. Twenty-five percent of high school graduates in 1985 completed the course work required for admission to the University of California; by 1991, the completion rate rose to 33 percent, a 30 percent improvement. Finally, the rate of seniors passing the Advanced Placement Tests increased from 7.2 percent in 1984 to 20.7 percent in 1992, a rise of 188 percent.

II. LOOKING AHEAD: EMERGING EDUCATION ISSUES FOR THE 1995-96 LEGISLATIVE AGENDA

This section identifies education issues expected to emerge as a focus of discussion and debate during the 1995-96 legislative session. Not all of these topics are subjects of potential legislation. But they may be policy issues the Legislature can influence at the local, state or national levels through school district policies, state agency activities, or federal action.

LIST OF EMERGING ISSUES

YOUTH ISSUES

School Violence
Work Force Preparation
Education of At-Risk and Culturally Diverse Students
Programs for English Learners
Integrated Children's Services
Teenage Pregnancy

SCHOOL SUPPORT AND TECHNICAL ISSUES

School Finance and Proposition 98
Reform of Categorical Programs
School Facilities

SCHOOL STRUCTURES AND GOVERNANCE ISSUES

Reorganization of School Districts
Education Governance
Parental Choice

CURRICULUM AND INSTRUCTION ISSUES

Urban Education
Education of Undocumented Immigrant Students
Student Testing and Assessment
Teacher Issues: Preparation, Paraprofessionals and Shortages
Special Education
Educational Technology

OTHER ISSUES

Leadership for California's Educational System
Neoconservatism

YOUTH ISSUES

School Violence Along with increasing concern about personal safety among California citizens, those who have children in public schools are alarmed at the incidence and seriousness of violence on and around school campuses. Proposed solutions range from preventing school violence to taking stronger actions against the perpetrators.

Proponents of preventive measures advocate a pro-active approach, citing the effectiveness of conflict resolution or conflict management programs, the expansion of substance abuse prevention programs, and dress codes that allow schools to require students to wear uniforms.

Law enforcement measures include the increased use of metal detectors and other safety equipment; laws increasing the penalties for various offenses, such as carrying guns on or near schools; more school-yard fences; more uniformed officers on school campuses; and special disciplinary schools for juvenile offenders.

Work Force Preparation The higher skill requirements of present and future job markets demand changes in the way schools prepare students to enter a new, challenging work force. Both the federal government, through its "School-to-Work Opportunities Act," and California, through a proposed state implementation plan, are seriously addressing the need for system-wide reform in work force preparation. The impending reauthorization of the federal vocational education law (Carl Perkins Act) in Congress in 1995 will provide another chance to reorder priorities for job training. Many educators remain skeptical of the efforts devoted to this reform because of concerns that California not develop merely a new tracking system — the state can ill afford a first-class school-to-college system for suburban students and a school-to-work system for others.

A recent report by the Legislative Analyst's Office, "School-to-Work Transition," outlines a role for the Legislature in encouraging effective programs, making changes to ease implementation of school-to-work programs, and realigning state activities to support local efforts. The California Business Roundtable has another set of recommendations for the Legislature in its recent publication, "Mobilizing for Competitiveness," calling for a new Education and Economic Development Council, a legislative Master Plan for education and training, a teacher training structure of certificates and degrees, upgrading to world-class standards, and accelerating K-12 reform.

Education of At-Risk and Culturally Diverse Students

As the numbers of ethnic minorities in California schools continue to rise, and the numbers of students from low-income households, dysfunctional families, or who are affected by drug abuse increase, concern mounts over the apparent inability of many educators to teach and motivate these students. All of these factors contribute to creating a situation where these student are at risk of educational failure.

Although the school dropout rate has declined in recent years, it is still unacceptably high, especially among some minority groups. It hovers at 26.4 percent for African-Americans, 24.6 percent for Latinos, and 9.2 percent for Asians, compared to 10.8 percent for Anglos and a statewide average of 16.6 percent for all students.

Limited state funding is available for SB 65 dropout prevention programs, but few resources exist for after-school or Saturday programs for students identified as "at risk." Disparate treatment of ethnic minority students in discipline referrals and disproportionately high rates of suspension and expulsion among these students is the subject of ongoing legislation, litigation and school policies under revision. There are several promising new programs designed to alleviate the negative effects of ability grouping or "tracking" of at-risk students, including "accelerated curriculum" and "efficacy training."

The Legislature will no doubt continue to find it difficult to enact solutions for the more basic problem of growing social distance between teachers and diverse student populations who tend to live in different experiential worlds and operate from differing frames of reference.

Programs for English Learners

One out of five California students are limited in their English proficiency, and need varying amounts of instruction in their primary language in order to comprehend their school work. While some school districts are able to provide limited-English-proficient (LEP) students with a substantial amount of their schooling in the primary language, there are still many LEP students, particularly at the secondary level, who receive no primary language instruction and have little or no access to the core curriculum taught other students.

The California Department of Education (CDE) monitors school district compliance with general requirements to provide services to LEP students, using federal law, state law, and court cases as the basis for this function. But the 1994 legislative session will see another attempt, through SB 33 (Mello), to reinstate provisions of the bilingual education mandate formerly in statute and sunsetted in 1987.

Recent changes in college and university teacher preparation programs are designed to better prepare all teachers, not just those fluently bilingual, to teach LEP students. In many areas, new certifications for bilingual and language development teachers are being offered. These are based upon examinations approved by the Commission on Teacher Credentialing in two new credential areas:

- A Bilingual, Crosscultural, Language and Academic Development (B-CLAD) credential for fluently bilingual teachers, and
- A Crosscultural, Language and Academic Development (CLAD) credential for teachers who may not be bilingual, but need skills in language development, second-language acquisition, and the role of culture in education.

Legislation is needed to clarify how these new credentials will be used in schools, and how they interact with or replace the existing bilingual and language development credentials. SB 1969 (Hughes) attempts to address this issue. (See the subsection on "Teacher Issues.")

Integrated Children's Services

The Healthy Start Program, initiated by SB 620 (Presley) in 1991 and strongly endorsed and supported by Governor Pete Wilson, provides grants to consortia formed of local school districts, county agencies, and community-based organizations for comprehensive, collaborative, and integrated school-linked services.

The governor proposed an additional $20 million in his 1994-95 budget, to bring total funding for Healthy Start to $39 million, but, in the face of deteriorating fiscal conditions in school districts, that augmentation was deleted from the budget by the Legislature. Legislative Analyst Elizabeth Hill recommended that those funds be redirected to local needs that are underfunded, even though Healthy Start projects are reporting high levels of collaboration and success.

Teenage Pregnancy

Teen mothers are another group of at-risk students; recent reports indicate that most of the fathers responsible for pregnant teens are not teenagers themselves — most of them are over 20. The recently established Senate Select Committee on Teenage Pregnancy is researching effective prevention strategies in response to recent increases in the teenage pregnancy rate. The committee has sponsored a resolution, SR 23 (Hughes), that requests all state agencies to work toward an interactive and collaborative plan of action to address teen pregnancies.

A previously vetoed proposal, SB 569 (McCorquodale), has resurfaced to consolidate services available through the School-Age Parent and Infant Development (SAPID) and Pregnant Minor (PM) programs and to expand funding of comprehensive, continuous school-based services for pregnant and parenting teens.

There is strong interest in this issue from the Clinton Administration, particularly from the secretary of Health and Human Services and the U.S. surgeon general. Increased federal funds for teenage pregnancy prevention are an important component of Clinton's new welfare reform plan.

SCHOOL SUPPORT/TECHNICAL ISSUES

School Finance and Proposition 98

Amid California's persistent economic crisis, state funding for schools from kindergarten through 12th grade (K-12) endures as a problem requiring a solution. There is continued pressure to maintain the same level of per-pupil funding for schools because of Proposition 98 despite the diminished capacity of the state to fully fund all of the pressing needs of its citizens. This ballot initiative was passed by the voters in 1988 to guarantee minimum funding for schools. Steady state levels of per-pupil funding, however, result in a diminishing program offering because of the impact of inflation.

Major reform or simplification of school finance mechanisms is needed but probably won't be accomplished soon. There may be changes made to permit more flexibility for districts in spending special-purpose funds.

As state resources grow more scarce, local districts must be permitted to identify and tap new financial resources — while ensuring accountability to state policy-makers and local taxpayers. SB 1 (Hart), which would have authorized local school districts to levy general purpose taxes for school operations with the approval of a simple majority of voters, passed the Legislature in September 1993, but was vetoed by the governor.

The Legislature's efforts to realign and restructure local government have extended to local school districts, which share a financial interest in local property taxes. The governor's proposal to shift more school funding away from the property tax will be hotly debated as permanent solutions are sought that ensure economic stability and equity for local entities. However, all of these funding shifts do not result in more funds per pupil for education.

Reform of Categorical Programs

The various categorical programs and their funding have become major budget issues because of the governor's proposal to increase school district flexibility in spending program funds. The governor's proposed budget continues a "mega-item" that consists of 38 programs lumped together with no funding increase. It proposes increased flexibility in moving funds from one category to another, and lifts the cap on the amount any program can receive in redirected funds, set last year at each program's 1991-92 funding level.

The legislative analyst proposed a "categorical block grant" to supplement the mega-item, to be distributed on a per-student basis to schools, and to be funded by the redirection of almost $100 million from proposals for new or expanded programs. Reform of the categorical programs has been a much-discussed topic, and legislators will face entrenched constituencies as they attempt to make changes.

School Facilities

Since the Northridge earthquake in January, a great deal of attention has been focused on school facilities, although the stringent requirements of the Field Act for K-12 and community college facilities prevented much worse structural damage than was suffered on the University of California at Los Angeles (UCLA) and California State University Northridge (CSUN) campuses.

Major issues continue to be a shortfall in state funding for school construction and the limited capacity of local school districts to garner sufficient funds on their own to build schools. After the defeat of the $1 billion bond measure for K-12 school facilities that appeared on the June 1994 ballot, the Legislature still faces the challenge of helping schools move away from dependence on the state for school construction funds.

One recent setback to this movement occurred when Proposition 170, put on the ballot by the Legislature as ACA 6 (O'Connell), failed to pass on the November 1993 ballot, thus denying school districts the opportunity to pass local school construction bonds with a majority, rather than two-thirds, vote.

Other legislative efforts center on the reform and streamlining of the state school building program, with bills in both houses attempting to achieve a consensus on a "fast-track" for critical projects and the assurance of sound long-term planning for school facilities.

SCHOOL STRUCTURES AND GOVERNANCE ISSUES

Reorganization of School Districts

The 1993 legislative session saw strong debate over the proposed reorganization of the Los Angeles Unified School District through SB 390 (Roberti), but that legislation was not successful. There continues to be discussion about the consolidation of small school districts to cut costs, but there is no legislative proposal pending. Nor is there consensus on the optimum size for school districts. The county offices have completed an internal reorganization; although all county offices still exist, they function as a loose regional confederation for the delivery of services to local school districts.

Education Governance

One of the most popular approaches of the educational reform movement is to dramatically change the way school decisions are made and the people who make them, largely by shifting decision-making to the school site. School restructuring, supported by SB 1274 grants administered by the CDE, is encouraging more school districts to implement site-based decision-making or school-based management, strengthening the roles of teachers, parents and other staff. Further efforts to encourage this process have not been successful since the passage of SB 1274 (Hart), primarily because of the lack of available funds to offer as incentives for change and partly because consensus has not been reached on the best process to use.

Charter schools, a one-year-old experiment in school change for California, hold promise for innovation because ostensibly schools would be allowed to operate free of restrictive education code provisions. This issue will continue to dominate the restructuring debate in the Legislature, as attempts are made to expand the number of charter schools allowed in the state or to change the process of establishing charter schools. Questions are being raised, however, about whether real innovation can occur in a setting restricted by long-standing traditions, educational practice, or union protections through collective bargaining.

No major legislation has changed the process of electing school board members in California by breaking districts into divisions to be represented by individual trustees. But voting-rights lawsuits continue to be filed in districts around the state, attempting to uproot at-large voting systems blamed for keeping Latinos and other minorities from getting elected. This issue is not restricted to school boards, and has been somewhat addressed through reapportionment.

Parental Choice

Although no new voucher initiatives qualified for the ballot in 1994, the issue of parental choice in the form of vouchers or tuition tax credits will continue to play a role in state and federal legislation and in the statewide race for superintendent of public instruction. A ballot measure could appear on the 1996 ballot, however.

Two "choice" bills were passed by the Legislature and signed by the governor in 1993, AB 19 (Quackenbush), and AB 1114 (Alpert), providing for more intradistrict and inter-district parental options. These bills have yet to be implemented on a statewide scale, but there are many parents awaiting the opportunity to take advantage of those choices. Both bills became effective on January 1, 1994, but the CDE's interpretation is that school districts will have until January 6, 1995, to actually make program options available to parents, causing a flurry of mid-year or mid-semester student placement changes throughout the state.

CURRICULUM AND INSTRUCTION ISSUES

Urban Education

Educators, parents and community leaders in urban school settings are cooperating in new ways to find solutions to deep-seated educational and social problems and to improve educational outcomes for their student population, which is predominantly poor, ethnic minority, and limited-English-proficient. School partnerships with business and private industry, such as LEARN (Los Angeles Educational Alliance for Restructuring Now) and Workforce LA strengthen the voice of schools in enlisting state and federal government support for increased funding, additional resources for school safety, more decentralized decision-making, and interagency cooperation in providing youth services. The concept of schools as community centers is taking hold as a viable solution and a focal point for providing both educational and non-educational services.

An Urban Forum convened in Los Angeles by the Association of California Urban School Districts in early February 1994 produced consensus on a large number of issues, similar to the issues that also emerged at the 1994 California Education Summit in San Franciso later that month. Major urban challenges include the need for parental empowerment, accountability for student progress, unfair treatment of immigrant children, lack of resources for staff training, standards for the instructional program, overcrowded and deteriorating facilities, funding inequities in high-minority schools, and the negative effects of segregation and busing.

Education of Undocumented Immigrant Students

One of the most controversial education issues for 1994 is the appropriate role of the state in the education of undocumented immigrant students. The debate is fueled by intense emotions, disputed estimates of education costs for these students, allegations of abuse of state and federal laws, and recent border incidents. There is increased pressure to reduce immigrant access to education from some policy-makers. Advocacy groups strongly protest, citing existing legal protections for students.

The appropriate role of school districts and their personnel is in dispute, with controversial proposals being made to require schools to report the number of undocumented students enrolled. No legislation has been successful thus far, but an initiative drive has gathered signatures for a statewide vote for such a policy, perhaps on the November ballot.

If the initiative is successful, a court challenge is certain to follow. The U.S. Supreme Court in 1982 ruled that public schools must accept children regardless of immigration status.

Testing and Assessment

The new statewide testing program, the California Learning Assessment System (CLAS), is at the center of current controversy because of alleged problems with its scoring and implementation and with the content of test items. Although the adequacy of funding for the statewide program, established by SB 662 (Hart) of 1991, continues to be a major issue, the lack of new money in the state budget could mean there will be a scaling back of the parameters of the test and long-term plans for test expansion.

With the recent passage of "Goals 2000: Educate America Act," the Clinton Administration's proposal calling for all states to work toward common national goals, California will have to determine this year how its curriculum standards and assessment system measure up to the federal standards and ensure district accountability for student achievement. The CLAS test has been considered a model for other states that are in the process of tying their reforms to exemplary assessments, and its status is critical to the success of this national reform.

Teacher Issues: Preparation, Paraprofessionals and Shortages

The Legislature's role in teacher preparation has shifted from previous structural reforms to now filling shortage areas, enabling teachers to better meet student needs, and adjusting policies to allow increased flexibility for changing circumstances. New efforts to meet the teacher shortage in critical areas such as math, science, bilingual education, and special education have led to new programs that encourage alternative routes to credentialing for displaced aerospace and defense industry workers and those leaving military service.

The governor's 1994-95 budget proposes $2 million in continued funding for the district intern program, targeting a portion of the funds to facilitate the credentialing of former military personnel. A shortage of bilingual teachers is addressed in various bills that authorize new entities to conduct teachers' language and cultural assessments (AB 2505-Richter), establish grandfathering provisions for teachers who might otherwise be required to take additional course work or obtain additional certification (AB 2835-Baca and SB 1969-Hughes), or establish recruitment programs to encourage K-12 students to pursue bilingual teaching as a career.

Special Education

Special education, which addresses students with disabilities or who have other special needs, has become the largest program in the state's K-12 education budget. The governor's budget proposes $1.6 billion in General Fund spending in 1994-95 to support the current Master Plan for Special Education. Several years of program deficits in the special education budget, funding inequities among school districts and county offices, overly complex financing, inappropriate fiscal incentives for districts, and district spending on special education services in excess of available funding have all contributed to the need for reform.

Revision of special education financing is on the legislative agenda for 1994. A legislative proposal for immediate change is competing with a bill to create a working group to recommend future changes. The Legislative Analyst's Office has recommended the Legislature initiate a review of the Master Plan and development of a new funding model by May 1995.

The issue of full inclusion of disabled students in regular education programs will be pervasive in state and federal education legislation this year. SB 1714 (McCorquodale) attempts to make state law consistent with federal law on this issue by ensuring that regular education placements be included among the continuum of program options for disabled students. At the federal level, reauthorization of the Individuals with Disabilities Education Act (IDEA) is before Congress this year, and California will be pushing hard for full funding of state entitlements — this is worth an additional $700 million to California. The Clinton Administration's strong policy support for full inclusion and its attempts to influence California policies could conflict with some school districts' practices.

Educational Technology

Schools have received moderate funding for gearing up their technological capacity over the last few years, but the prospects for large amounts of new funding in the 1994 budget are not great. Creative alternatives to the state budget as a source of funding to increase the technological capacity of schools are needed. The Legislature will be considering proposals such as a utility surcharge to fund school computers and assistance from the private sector in developing an information superhighway.

OTHER ISSUES

Leadership for California's Educational System

Acting state Superintendent of Public Instruction (SPI) William Dawson has led the K-12 education system since the resignation of Bill Honig in 1993. Governor Wilson's attempts to name a successor to Honig failed to win legislative confirmation. Dawson, previously a deputy superintendent to Honig, will step down on December 31, 1994. The election for the next SPI will take place in November 1994, when the two top vote-getters of the June 1994 primary, Assemblywoman Delaine Eastin (chairwoman of the Assembly Education Committee) and Maureen DiMarco (secretary of Child Development and Education) will face each other in a run-off.

A two-year power struggle between the State Board of Education and the superintendent over policy-making and CDE personnel management may continue despite a court decision in the board's favor. Governor Wilson in 1993 vetoed SB 856 (Dills), which attempted to limit the board's authority to its constitutional responsibilities.

Wilson's creation of a Cabinet-level secretary of child development and education has provided opportunity for more thoughtful analysis of K-12 and early childhood education policy and budget issues than the previous structure of education advisors to the governor. But the status and future of this office is still in some doubt.

Leadership in local districts is not without its crises also. The high turnover of large urban district superintendents has led to an average tenure of only three years for positions which, although highly paid, are fraught with increasing challenges and huge obstacles.

Neoconservatism

Conservative Christian fundamentalists have sought to influence the content of test items on the CLAS, the establishment of health clinics on school campuses, and have tried to block approval of school district applications for "Healthy Start" program funding.

This movement, which attempts to put its religious influence on social issues through public education programs, frowns on multifaceted discussions of abortion, drugs, homosexuality, or similar topics in classrooms. Attempts at censoring textbooks and other reading selections for students may increase as more school board members are elected from the increasingly powerful "religious right." Bills addressing the concerns of this group will be offered in the Legislature this year, but may not find consensus sufficient for passage.

III. EDUCATION REFORM IN REVIEW

INTRODUCTION

Over the last decade, the California Legislature has passed hundreds of bills aimed at improving the education of the state's now 5 million public schoolchildren. These bills range from comprehensive measures that have affected all schools and all schoolchildren to narrowly drafted bills targeted to specific activities in a single school district. Most measures passed by the Legislature have fallen somewhere in-between.

While many educators consider comprehensive, statewide reform the most effective approach to improving California's large and complicated school system, few comprehensive measures have cleared the Legislature in recent years. SB 813 (Hart) of 1983, which embodied far-reaching reforms with a continuing impact on California education, is discussed later on this page. But for the most part, school reforms in the last 10 years have been characterized by a collection of separate significant bills that have taken a more focused or contained approach to improving schools.

Among the significant reforms signed by the governor — restructuring grants, integrated services grants and charter schools — the Legislature has taken a measured approach to reform by establishing program demonstrations in a limited number of schools statewide. Recent attempts to create more systemic reform in the area of restructuring have been vetoed by the governor.

This paper summarizes education reforms considered or passed by the Legislature, education measures enacted by state voters, and initiatives taken by the state superintendent of public instruction and the state Board of Education.

LEGISLATIVE THEMES

Several themes characterize the Legislature's work on school reform and restructuring in the past decade, and the following summary arranges bills within these themes. This summary is by no means exhaustive, but intended to provide some context for assessing major areas of legislative interest and activity.

Comprehensive Reform

In 1983, SB 813, the Hughes-Hart Educational Reform Act, was enacted into law, launching the first step in a predicted push for major public school reform in the 1980s. The Legislature worked with the education and business communities in passing this school reform package. SB 813 provided significant new funding, more than $1 billion in new annual funds to schools, to accomplish a long list of changes in the state's approach to education. The bill enacted more than 80 individual reforms to improve classroom instruction, strengthen the teaching profession, strengthen the administration of schools, increase funding for basic aid and equalization and other programs, and establish several education studies and commissions.

The need for comprehensive reform and restructuring has continued to build during the last 10 years, but legislation has not been developed to accomplish many of the goals that earlier reformers had envisioned. This is due in large part to insufficient state funds and a lack of political consensus on ways to improve schools. One theme appears certain -- significant reform that is controversial has only been achieved by a parallel increase in funding for schools.

A second comprehensive measure, SB 1677 (Presley), was considered in the Legislature in 1988. In its original form, this measure was intended to provide another big dose of funding to California schools to further the reform process started by SB 813 by providing new money for improving teacher training, credentialing and recruiting; reducing class sizes; buying instructional materials; expanding summer school and restoring categorical funds for disadvantaged students. However, the bill, as later enacted, was scaled back to focus on improvements to school district budgeting standards and practices.

School Restructuring

School restructuring has become a popular theme of school reform legislation in the 1990s. These bills differ from the reform bills of the 1980s, which imposed "top-down" changes upon schools to centralize and standardize specific areas of their operations. The reforms of the 1980s, for instance, included requirements governing state education curricula, textbooks, graduation requirements, class sizes, length of school day and year, teacher credentialing, and funding formulas.

School restructuring is an attempt to change the very nature of schools from the "bottom up." Restructuring of schools, as in business, focuses on assessing organization and mission with the goal of improving performance. In other words, the focus is on the student, the teacher and the classroom.

This approach to school reform looks at decentralizing authority, decision-making and resources and collaborating among affected groups to achieve goals. It also focuses on increasing accountability, through means such as student testing and school choice, to ensure goals are met.

Legislation approved in the 1990s has defined school restructuring as a shift from a system of accountability based upon rules to a system of accountability based upon student performance.

The Legislature passed SB 1274 (Hart) in 1990 and SB 1448 (Hart) in 1992 to establish statewide restructuring demonstrations. SB 1274 provides grants to 141 schools in California that have designed new approaches to educating students. SB 1448 authorizes creation of 100 charter schools throughout the state. Charter schools are intended to be innovative public enterprises organized by groups of teachers. Both of these bills allow schools to operate free of many existing bureaucratic rules and regulations.

As enhanced, SB 1274 and SB 1488 will allow nearly 250 schools statewide to redesign themselves to better serve their students. The experiences of these demonstration schools will be evaluated to guide future legislation and policy in this area.

The Legislature in 1992 also approved AB 1263 (Eastin) to move authority for decision-making and funding to local school sites. The new authority would have extended to all public schools statewide. Governor Pete Wilson vetoed this systemic approach to school restructuring.

School Choice

In the late 1980s and early 1990s, public interest grew in the concept of allowing parents more choice in the public and even private schools their children attend. Many school districts throughout the state had been steadily increasing enrollment options for their students through magnet schools and inter- and intra-district agreements allowed under existing law.

During this time, the Legislature considered many bills intended to give parents greater choice in selecting schools. Most bills proposed allowing parents to enroll their children in public schools inside or outside of their home school districts (AB 2134/Bader; AB 375/La Follette; AB 233/Quackenbush; AB 1614/Knowles). However, some bills proposed options that allowed students to attend private schools at state expense (SB 129/Leonard; SB 175/Bergeson).

These bills were controversial and most failed. Until last year, the only significant choice bill to pass the Legislature was AB 2071 (Allen), which allows children to attend elementary schools in the districts where their parents or guardians work; it was "sold" on the basis of parental child care needs.

In 1993, however, two major school choice bills — AB 19 (Quackenbush) and AB 1114 (Alpert) — were passed by the Legislature and signed by Governor Wilson. The success of these bills was due in large part to pressures created by a school voucher initiative that loomed on the November 1993 ballot.

The initiative, soundly defeated by voters, would have provided taxpayer-financed student scholarships that could have been redeemed at either public or private schools. AB 19 and AB 1114, passed prior to the November election, may have reduced interest in the extensive private voucher system proposed by the initiative.

School Finance

Financing California's public schools was a focus of legislative activity in the 1980s and 1990s. Most important decisions affecting school policy and funding have occurred annually through the budget process rather than through other legislation.

Controversy surrounding the level of education funding and the accompanying program changes to public schools have been at the heart of budget discussions over the last 10 years. Recurrent state budget deficits in the last few years have amplified the controversy. Most notably, gridlock over how to meet minimum funding requirements for schools under a deficit scenario held up the 1992-93 budget more than 60 days in the summer of 1993.

In responding to the state's ongoing fiscal problems, other state programs have suffered huge cutbacks and in some cases have been eliminated. While education funding per pupil has not increased in recent years, it has at least been maintained. But schools have had to absorb cost-of-living increases for salaries and wages and services — a situation that undermines the ability of schools to maintain existing programs.

California's large and complex school finance system has become even more complicated due to circumstances beyond the Legislature's control. Several statewide ballot initiatives passed by the voters in the 1980s, most notably Proposition 98, have compounded the intricacies of California's public school finance system.

Proposition 98, promoted largely by the California Teachers Association and narrowly approved by voters in 1988, was intended to guarantee adequate funding for schools as a share of overall state revenues. But the state's ongoing budget shortfalls have limited money available to schools even under the provisions of Proposition 98. Under these circumstances, Proposition 98 has been interpreted as both a ceiling for school funding and the minimal guarantee it was intended to provide.

Several court decisions over the last 10 years added issues the Legislature must consider in examining state and local school finance. In Butt v. Richmond Unified School District, the court found that the state is ultimately responsible for assuring an equal number of school days to all public school children. This Superior Court decision was upheld by the state Supreme Court in 1993. As interpreted, this decision says that ultimately the state is responsible for funding public schools.

Another case, Arviso v. Honig, currently in the state Court of Appeal, contemplates state financing for private schools. The case involves students in several school districts alleging that their education is inadequate and, therefore, the students should be granted a state-funded voucher of $4,100 each for private school instruction. The potential cost, should the court rule in their favor, would be enormous.

Decisions regarding the balance of state and local funding for our public schools are now at the center of the school finance debate. This debate involves the larger questions about the realignment of state and local services. It appears some consensus is emerging within the Legislature for increasing the capacity of local school districts to raise funding for instruction and facilities.

Local Revenues

California voters in 1978 approved Proposition 13 to cut property taxes by nearly 60 percent. The initiative set the tax rate at 1 percent of market value and limited future assessment increases to 2 percent annually, until property is sold. The initiative ended the long-standing authority of school boards to influence local property-tax rates to generate revenue for schools. The initiative also required that increases in local special taxes be approved by two-thirds, rather than a majority, of local voters.

These changes curtailed property tax revenues for schools and made it more difficult for local school boards to raise new money. As a result, most school districts became largely dependent upon state funds for their operations. Some school districts have been able to raise special taxes, specifically parcel taxes, by a two-thirds local vote, but the two-thirds vote is a significant deterrent.

Proposition 46, passed by statewide voters in 1986, restored the ability of school districts to issue general obligation bonds for school construction and to levy property taxes above the 1 percent limit established by Proposition 13 to pay the debt on these bonds. Some school districts have been successful in passing local bond measures, but passage rates would have been nearly twice as high if only a majority vote were required for approval.

As it now stands, local bond measures require a two-thirds vote for approval by local voters, while state bond issues require only majority approval from California voters.

There have been several legislative attempts to reduce the requirements for two-thirds approval to benefit schools.

In 1992, the Legislature passed ACA 6 (O'Connell) to place a proposed constitutional amendment on the state ballot in November 1993 to permit local school districts to more easily raise revenues for school construction. This measure, Proposition 170, would have allowed local voters to approve bond issues for school facilities with a simple majority vote.

The long-range intent of this measure was to shift responsibility for school construction from state bonds to local bonds. Proposition 170 was defeated by California voters.

In a similar action, the Legislature in 1993 approved SB 1 (Hart), which would have made it easier for local communities to raise local general purpose revenues for schools. This measure would have authorized school districts to levy general purpose taxes for school operations with approval from a simple majority of local voters. It was vetoed by Governor Wilson.

Equity In the landmark Serrano v. Priest decision of 1976, the California Supreme Court found unconstitutional California's practice of permitting school districts in communities with high property wealth to spend more on their students than those in areas with less property value-- based on similar local property-tax rates-- because the respective yields in property tax revenues were so disparate. The decision required the state to attempt to equalize per-student spending among school districts. The original Serrano case is settled. The courts have ruled that the current method of allocating public funds to school districts satisfies the court's requirements under the original Serrano decision. As last reviewed by the court, 95 percent of the state's students, based on average daily attendance, fell within the maximum expenditure disparity of $100 per pupil (the Serrano band) as adjusted for inflation.

While the Serrano case examined funding inequities among school districts, another case, Rodriguez v. Los Angeles Unified School District (LAUSD), examined funding inequities among schools within the district. The plaintiff's complaint alleged that LAUSD had not equally allocated resources among schools attended by predominantly minority and low-income students, when compared with other schools within the district.

Parties to the case settled in 1992. The resulting Rodriguez consent decree applies only to LAUSD, and it requires that LAUSD distribute general purpose funding equitably among schools on a per-pupil basis. The consent decree further specifies that categorical funds cannot be used to supplant any school's share of general purpose funding.

Financial Accountability

A few school districts over the past decade have been unable to meet their financial obligations. Legislation was passed to provide emergency funding to those that required state bailouts.

The sudden default of the Richmond Unified School District, which nearly brought its operations to a halt, prompted the Legislature to attempt to prevent similar financial catastrophes in other districts. Several bills were adopted to establish better-regulated, early-warning systems that districts were in financial trouble. AB 1200 (Eastin) and SB 1996 (Hart), enacted in the early 1990s, set up state and local reviews of school district financial operations.

School Facilities

Legislation to finance the construction and renovation of school facilities through state bonds has been tremendously successful over the last 10 years. Once on the ballot, these bond acts enjoyed strong support from state voters, who, until this year continued to endorse this method of financing school buildings. The bonds are sold by the state to investors and repaid with interest over a period of 20 to 30 years. While there is evidence of declining voter support for bond debt, all state bond measures for school facilities won voter approval in the 1980s and early 1990s. However, this trend changed in June 1994, when state voters narrowly rejected Proposition 1B, a $1 billion school bond measure.

As previously stated, under the state constitution, general obligation bond issues on the state ballot require only a simple majority vote for approval by statewide voters while local bond issues require a two-thirds majority.

The financing of school facilities has largely been a state responsibility over the last decade, but the Legislature has seen a need for local contributions to the state's school construction program. The Legislature passed AB 2296 (Sterling) in 1986 to allow school districts to levy fees on their own on new residential and commercial/industrial development to help pay for school construction. Other bills have required local contributions for districts to qualify for state building funds.

The Legislature has contemplated many bills to streamline school districts' application procedures for state building aid. However, while bills containing extensive changes have not been passed yet, a few bills have been enacted which streamline the process for school districts under specific circumstances. Other bills aimed at establishing priorities for state building funds, such as year-round or multi-track schools, have also been enacted into law.

Student Assessment

In the late 1980s and early 1990s, interest grew within the Legislature and the Wilson administration for improving California's system of measuring the achievement of its students from kindergarten through 12th grade (K-12). This interest reflected growing national concern that school districts needed to focus on student achievement, gaining a better handle on how their students and schools were performing.

The California Assessment Program (CAP), which had been in operation since 1972, was challenged as too narrow — a multiple-choice testing system that lacked connection to any state standards and was difficult to compare to other state and national results. By 1990, changes were contemplated to bring the CAP system into line with new curriculum frameworks adopted by the state Board of Education. Governor Wilson favored a new assessment system that produced individual student scores that could be used by students, parents and teachers.

Because of these concerns, then-Governor Deukmejian eliminated funds for the CAP program in 1990. The following year, the Legislature responded by passing legislation — SB 662 (Hart) — to establish a California Learning Assessment System (CLAS). As enacted, this integrated system attempts to more accurately measure the knowledge and skills students will need to succeed in the world.

CLAS relies on performance-based assessments as well as traditional written tests. Student skills are assessed in a variety of testing formats and methods, such as oral presentations, experiments and cooperative projects.

Teaching

The impetus for many reforms intended to improve teaching grew out of recommendations made in November 1985 by the California Commission on the Teaching Profession.

The commission was established by Senator Gary Hart, Senator Teresa Hughes, and Superintendent Bill Honig; it was privately funded by the Hewlett Foundation. The commission identified problems it said prevented excellence in teaching and learning in California's public schools, including low salaries, a loss of public regard for the teaching profession, deficiencies in teacher training and support, and large class sizes that made individualized instruction difficult. The commission's recommendations followed three basic themes, which have guided legislation since the mid-1980s. The commission urged California to:

- Establish rigorous professional standards for teaching,

- Recruit capable men and women to the teaching profession,
- Redesign schools to become more productive workplaces.

SB 1677 (Presley), a comprehensive education reform package as introduced in 1987, attempted to incorporate some of the guidelines recommended by the commission. SB 1677 proposed improvements in teacher training, instructional support, credentialing and recruitment, and increases in teacher salaries. Although SB 1677 built upon many of the earlier reforms enacted by SB 813 (Hughes/Hart), it proved to be too expensive a package, and in the end, the teacher reforms were all removed and replaced with financial accountability provisions. At the heart of SB 813 was an increase in beginning teacher salaries, a new mentor teacher program, and elimination of life credentials with the requirement that all teaching credentials be renewable through ongoing staff development.

Much of the legislation to improve teaching in the last 10 years has focused on increasing standards for credentialing by refining course work and practice-teaching requirements in teacher preparation programs at colleges and universities. Many of the most important of these improvements were made by SB 148 (Bergeson) in 1988. This bill also changed the composition and authority of the Commission on Teacher Credentialing.

While the Legislature has been committed to improving standards, a shortage of teachers in several disciplines — bilingual education, special education, math and science — has created a need for finding some alternative method for earning a teaching credential. Thus, while the Legislature has added prerequisites and new qualifications for teaching that can make it more difficult to enter the profession, other bills have offered shortcuts to teaching. Most recently, AB 1161 (Quackenbush) establishes an alternative certification program to make it easier for military and industry retirees to teach.

Other measures create non-traditional pathways into teaching for instructional aides. Recent legislation in this area includes SB 1636 (Roberti), which enacts a pilot for large school districts to train non-certificated employees, primarily classroom aides, to be teachers.

In addition to increasing the supply of quality teachers in California, the Legislature has also been concerned with increasing the ethnic and racial diversity of teachers to more closely resemble the composition of the student population.

Categorical Programs

A recent report of the Legislative Analyst's Office summarized California's history of categorical education reform programs. It underscores the way California's more than 50 special categorical programs affect school reform. These programs were designed to address specific needs in education.

Most categorical education programs were developed during the 1960s and 1970s. A few new categorical programs, which are smaller and more focused, were created in the 1980s. However, most categorical education programs still operate according to priorities and needs identified decades earlier. Few categorical programs have been thoroughly re-evaluated to improve their effectiveness or efficiency in meeting their original mandates, or to redirect resources to new priorities in education.

Legislation initiated in the late 1970s (AB 8/1979 and subsequent bills) set up a process whereby categorical programs would be reviewed periodically and terminated or would "sunset" if not specifically reauthorized by law. This sunset review process was in place at the time the statutory authorization for three major categorical programs (Bilingual Education, Economic Impact Aid and the School Improvement Program) ran out. However, under the terms of sunset review, while the statutory authorizations for these programs ended, funding has continued for these programs through the annual budget.

In general, the sunset review process has resulted in the renewal of most major categorical programs and has not resulted in major changes to these programs. While intended to be a process to examine and evaluate the effectiveness of these programs, sunset review studies are often descriptive reports which do not receive much attention.

The School Based Coordination Act of 1981 (AB 777, L. Greene), was intended to give schools and school districts greater flexibility over the use of state categorical funds. Under the program, schools could coordinate specific categorical programs to better meet the needs of students. However, according to the Legislative Analyst's Office, the School Based Coordination Act has not resulted in much change in school districts. Since 1981, legislation to create broader flexibility for school districts has not been enacted.

Interest in restructuring categorical programs in the Legislature has been reflected in budget decisions to consolidate the categorical programs or provide block grants to implement them. These changes are embodied in the categorical "mega-item" contained in the 1992-93 budget, which combined funding for many categorical programs in an attempt to give school districts some flexibility in using their categorical dollars.

One recent development in categorical programs was the Supplemental Grants Program. These grants were a political response to Republican concerns that suburban (non-urban) districts were not receiving as much money as those getting lots of categorical funds. They were the first large "categorical" set up for no specific purpose, and as such, philosophically undermined the purpose of categoricals. They were folded into the revenue limit in 1992-93.

In sum, most categorical programs in California have continued as they were first developed and legislative actions have been confined to making small changes within each of these programs. Many of these changes are included in the sections below that describe categorical programs.

Bilingual Education

One in five California schoolchildren is not proficient in English. Bilingual education programs for Limited English Proficient (LEP) students were first mandated by California statute in 1976 through the Chacon-Moscone Bilingual-Bicultural Education Act (AB 1329), although the U.S. Supreme Court had handed down the landmark Lau v. Nichols decision in 1972. That court case required districts to open their instructional programs to language minority students. AB 1329 was revised substantially in 1980 by AB 507 (Chacon), the Bilingual Education Improvement and Reform Act, which provided for three types of bilingual programs. The mandate continued in law until 1987, when it "sunsetted" or terminated. That year, Governor George Deukmejian vetoed legislation — AB 37 (W. Brown) — to reauthorize the bilingual education program.

Since 1987, there have been several legislative attempts to reinstate bilingual education services and programs in state law. Only two of these measures, however, have passed the Legislature, and both were vetoed. SB 2026 (Mello) of 1992 was the last bilingual education reauthorization bill to be vetoed.

Legislation to restore this program remains an important issue in the Legislature, but the basic mandate for providing appropriate language services to LEP students still exists due to strong federal case law. In addition, because of specific provisions of state law governing sunsets of categorical programs, state funding for bilingual education continues to flow.

Vocational Education/ Work Force Education

Vocational education was a largely forgotten area of K-12 education reform in California during much of the last 10 years. The one exception was the Legislature's support, starting in the mid-1980s, of a limited number of Partnership Academies. While originating as alternative education/career programs for educationally disadvantaged high school students at risk of dropping out of school, these innovative projects have grown to 50 career training academies statewide that provide "schools-within-schools" for eligible high school students. There is new interest in this area. Legislation (SB 44, Morgan) enacted in 1993, authorizes up to 100 academies statewide and expands student eligibility.

Momentum, both in California and at the federal level, has brought to the forefront concerns about preparing the forgotten half of California's high school students, who are not college-bound, for the work force. These student have had few quality workplace training and education options.

In the spring of 1992, the Governor's Council on California Competitiveness released a report, titled "California's Job Future," which recommended creating a career-based, technical education option for 11th and 12th graders.

Shortly after publication of that report, then-Superintendent Bill Honig released a report by the California High School Task Force titled, "Second to None: A Vision of the New California High School." It proposed creating program "majors" for 11th and 12th graders that organized academics, applied academics, and field experiences around a special focus. All students would continue to take a core curriculum.

President Clinton strongly supports creation of a national apprenticeship training program, which would make two years of apprenticeship training available to high school graduates through community colleges or the work force. The national School-to-Work Opportunities Act provides new funds to states for planning school-to-work programs.

Special Education

Until recently, legislation addressing services and programs for California's disabled students was developed outside of many of the major school reforms. Reforms in student assessment, educational technology, integrated services and restructuring grants have not specifically addressed students with disabilities. Other reforms, in particular school choice and charter school legislation, have attempted to ensure that disabled students are not excluded from their provisions.

Senator Dan McCorquodale, as chairman of the Senate Subcommittee on Mental Health, Developmental Disabilities and Genetic Diseases, has sponsored several hearings on special education issues over the last three years. The major focus of these hearings and legislation carried by Senator McCorquodale has been expanding integrated education options for students with disabilities. These measures are aimed at complying with federal law that requires the least-restrictive learning environment for disabled children and at preparing students for community-based living when they reach adulthood.

A 1991 bill, AB 2586 (Hughes), outlawed the use of aversive therapies with disabled students and instead required the use of positive behavior interventions when such services are appropriate.

Other important special education legislation enacted during the last decade has expanded special education services to all disabled preschoolers, established early intervention for children from birth to 3 years who are disabled or at risk of disability, created school-to-work transitions for students in high school and beyond, and reviewed the placement of disabled students in non-public schools.

During the 1980s, the courts upheld and expanded decisions which banned the use of intelligence (IQ) tests for racial and language minority students referred to special education. The Larry P. v. Riles case, which began in 1971, challenged the wrongful placement of African-American students in special education classes for mentally retarded students. The decision was upheld by the U.S. circuit Court of Appeals in 1984. An earlier case, Diana v. State Board of Education, addressed similar placements of Spanish-speaking students. Directives issued by the state Department of Education in 1986, as stipulated by the courts, required non-biased and culturally sensitive alternative assessments for ethnic and language minority students referred to special education.

Child Care and Development

State-funded child care and development services are provided to low-income families through various state options, including alternative payment, state preschool and latchkey programs. By the end of the 1980s, the overall child care appropriation was growing rapidly, reflecting the many children who needed safe, affordable care while their parent or parents worked. The primary focus was on new funding to expand child care programs and to improve regulation of child care through new state licensing requirements.

In the 1980s, major legislation included SB 303 (Roberti), enacted in 1985 to provide an infusion of funding for child care and a state-local service delivery system. Additionally, the GAIN welfare-to-work program passed by the Legislature in the mid-1980s included child care guarantees for welfare clients. This was important legislation because it recognized child care as a part of a major legislatively established welfare program.

The Legislature approved a $45 million increase in the state preschool program as initiated in Governor Wilson's 1991-92 budget. Until that time, the state preschool program had not received any new growth funds since 1972.

Federal developments also have played a role. These include new federal funds for subsidized child care, flowing from the Child Care and Development Block Grant in 1989, and new funding resulting from passage of the federal Family Support Act. The federal government also has expanded the Head Start preschool program for 3- and 4-year-olds in recent years.

But a gradual erosion of the budget for the state child care licensing program, administered by the state Department of Social Services, created a need for a legislative remedy. SB 1754 (Torres), enacted in 1984, and later action established fees for family day care homes and day care centers to pay for state licensing functions.

School Dropouts

In the mid-1980s, data on the proportion of California students who were dropping out of school prompted serious legislative study and deliberation. SB 65 (Torres) was enacted in 1989 to reduce dropouts through a comprehensive system of high school dropout identification, prevention, and recovery programs, including educational clinics for students who had already dropped out of school.

School Safety and Climate

In response to the growing presence and threat of violence in schools and communities, violence prevention and intervention issues have risen recently to the top of the Legislature's agenda. The Senate established a Subcommittee on School Safety in 1993.

In the last several years, many bills have been enacted attempting to make schools safer by strengthening penalties for possessing weapons and drugs on or near campuses. Penalties for sexually harassing students also have increased. Other new laws are aimed at suppressing school violence and providing alternative programs for students who are suspended or expelled.

While not signed by the governor, bills have been passed to develop a statewide curriculum and strategy for preventing and responding to hate violence in schools and promoting tolerance among students.

School Health

Over the last five years the Legislature has devoted much time to debating how schools can best educate students about two major health concerns in California — drug abuse and AIDS. Bills to educate students about drug abuse were easily enacted into law.

AIDS education legislation, developed in conjunction with the Senate Select Committee on AIDS, had more difficulty, not only in the Legislature but on Governor Deukmejian's desk. Finally, in 1991, Governor Wilson signed AB 11 (Hughes), which requires school boards to provide AIDS prevention instruction to junior high and senior high school students.

Adolescent Pregnancy and Parenting

The Legislature's interest in adolescent pregnancy stems from a large and growing rate of births to adolescents in California. This teenage trend is accompanied by a full array of negative educational, health, economic and social outcomes for both mother and child. The Legislature has provided supportive services to keep pregnant and parenting adolescents in school, teach parenting skills, and reduce repeat pregnancies.

Senator McCorquodale sponsored several hearings on adolescent pregnancy in the 1980s, and has sponsored several bills since 1985 to consolidate services available through the existing Pregnant Minor Program and the School-Age Parent and Infant Development Program. The intent is to create a more comprehensive, continuous program for pregnant and parenting adolescents. While the Legislature passed all of these bills, they have all been vetoed.

To date, bills intended to reduce the incidence of adolescent pregnancy by mandating family life education programs in the public schools have been less successful in the Legislature.

In response to ongoing concerns about adolescent pregnancy and its relationship to issues such as welfare dependency, the Senate Select Committee on Teenage Pregnancy was created. Its mission is to research and generate proposals to reduce teen pregnancy and improve teen parenting skills. The committee held several hearings in 1993 and authored one measure to date — SR 23 (Hughes) — which was approved by the Senate. This measure requests all appropriate state agencies to coordinate their activities and design an interactive and collaborative plan of action to address teen pregnancy and parenting.

Integrated Children's Services

In 1991, Senator Presley carried SB 620 to create the Healthy Start Support Services Program. With the full support of Governor Wilson, this new program provides grants to school districts and county offices of education to broker health and other support services for disadvantaged children and their families on school campuses.

While established as a demonstration project, the Healthy Start Program is seen as an important new school reform. It brings schools into the business of integrating the many fragmented education, health, mental health, social services and other supportive services available to these children. This approach views supportive services as an important element to achieving success in school for children with multiple needs. The integration of school-linked services should contribute to a more intensive and comprehensive delivery system for children.

Educational Technology

The Legislature has recognized a need to assess and develop technology education in public schools. In 1989, it passed the Farr-Morgan-Quackenbush Technology Act (AB 1470), signed by Governor Wilson, to create the California Planning Commission for Educational Technology. This commission was given the task of developing a master plan for the teaching and use of technology in schools. However, legislative interest in this issue even predates SB 813 (Hart) in 1983, which provided support for two technology training programs.

Class Size Reduction

Given California's comparatively large class sizes, the Legislature became very concerned with the impact of large classes on teaching and learning. As part of a legislative assessment, the Senate Office of Research prepared a study on class size issues for Senator Hart in 1984.

Several bills focusing on class size were passed in the 1980s. Reducing the number of students in classes requires more classrooms, more teachers — and more funds. For that reason, the legislation took the form of incentives to school districts to make classes smaller. Incentives targeted specific grade levels and subject areas. SB 666 (Morgan), as enacted in 1989, established a program to reduce class size for English, math, science and social science classes in grades 9-12. Proponents of Proposition 98 also intended smaller classes to be a major outcome of that initiative.

Textbooks and Instructional Materials

Growing concern about a lengthy and cumbersome textbook adoption process in California has fueled several bills over the last few years. Currently, the state Board of Education, pursuant to the California Constitution, has final authority over textbook adoption for public schools in California for grades 1-8 and local school boards are responsible for grades 9-12.

One major bill, AB 3537 (Eastin), passed by the Legislature in 1993 would have allowed school districts to adopt their own textbooks for K-8 students. This bill was vetoed. However, in 1989 a bill, SB 594 (Maddy), was enacted to modify and accelerate the process for adopting instructional materials.

School Libraries/ Public Libraries

The eroding conditions of school libraries and local public libraries that serve California students has received attention from the Legislature. This legislation during the 1980s responded, in large part, to the loss of funding for local libraries resulting from passage of Proposition 13.

More recently, Assemblywoman Delaine Eastin has brought great attention to the plight of school libraries. Her legislation has focused on updating the limited collections of school libraries. AB 323 (Eastin), signed in 1993, creates the California Public School Library Protection Act to provide grants to local school districts for the purchase of library materials. This new grant program is financed through an income tax check-off enacted through SB 170 (Craven) in 1993.

Adult Literacy

The large and growing problem of adult illiteracy in California prompted several new pieces of legislation during the last decade.

AB 3381, authored by Assemblyman Baker in 1990, established the California Library Literacy Service as a public library service for adults and youth not enrolled in school. This legislation codified and enhanced the California Literacy Campaign, a successful statewide program for local libraries administered by the California State Library.

Senator David Roberti authored legislation intended to break the cycle of literacy in families. SB 482, as enacted in 1987, established the Families for Literacy Program as a part of the State Library's California Literacy Campaign to provide coordinated literacy services to families which include illiterate adults and young children. This bill also established a state children's librarian within the State Library.

In 1989, Senate Resolution 20 was introduced by Senators Roberti and Ralph Dills creating the California Workforce Literacy Task Force. The need for this Task Force grew out of legislative hearings on illiteracy in California's work force held earlier that year. The resulting report of the task force, "California's Workforce for the Year 2000," contains specific recommendations to guide the development of a long-range program for improving work force literacy in California.

STATE BALLOT INITIATIVES

Statewide ballot initiatives have played a major role in determining educational policy, particularly the funding of public schools. As discussed previously, Proposition 13, passed by state voters in 1978, cut property taxes and required a two-thirds vote for local increases in special taxes. Proposition 4 was approved in 1979 to limit increases in government spending to rises in inflation and population. Several other school finance initiatives were passed by state voters in the aftermath of those major ballot measures.

Proposition 98

Proposition 98, "The School Funding for Instructional Improvement and Accountability Initiative," was approved by voters in November 1988. It was sponsored by the California Teachers Association and other education organizations with the backing of then-Superintendent of Public Instruction Bill Honig. It contains numerous provisions aimed at improving the overall quality of California's public schools and community colleges.

This constitutional amendment affirmed education as California's first budget priority. It set a minimum level of funding for public schools and community colleges in 1989-90 and thereafter.

This initiative:

- Established a minimum level of state funding for K-12 public schools and community colleges using the higher of two formula calculations. It allowed the minimum level formula to be suspended for one year by a two-thirds vote of the Legislature.
- Required any state revenues in excess of Proposition 4's spending limits, up to a cap, to be transferred to K-12 public schools and community colleges. It required those monies to be used for improving instruction.
- Required the superintendent of public instruction to develop a school accountability report card to be issued annually by each public elementary and secondary school to report its performance.

Proposition 111

The downturn of the state's economy and resulting loss of state revenues cast Proposition 98 in a new light the year following its enactment. Responding to this situation, the Legislature passed Senate Constitutional Amendment 1 in 1989. This measure placed Proposition 111 on the June 1990 state ballot, and it was passed by voters.

Proposition 111 added a new calculation for determining the minimum funding guarantee for schools established by Proposition 98. The two tests set up by Proposition 98 allowed schools from kindergarten through community colleges (K-14) to receive the greater of:

- Approximately 40 percent of the state's General Fund budget (Test 1), or
- Prior-year funding from state and local resources, adjusted for enrollment growth and inflation (Test 2).

Under Proposition 98, K-14 education was guaranteed a level of funding at least as high as its prior-year funding levels, whether or not the state had sufficient revenues. Proposition 111 established a third test that can be triggered in years when state General Fund revenues are low:

- Prior-year funding for K-14 education from state and local resources, adjusted for enrollment growth and for per-capita growth in state General Fund revenues, plus 0.5 percent of the prior-year level (Test 3).

State Lottery

Voters approved Proposition 37, the California State Lottery Act, on the November 1984 state ballot. This initiative established a statewide lottery and required at least 34 percent of its proceeds to go to public schools, colleges and universities and it also required that 50 percent of the proceeds be returned to the "players" as prizes.

The act, a constitutional amendment, requires lottery money to be spent directly on instruction and not on facilities construction, property acquisition, research or other non-instructional purposes.

However, as the lottery became operational in California, legislation became necessary to clarify several of its provisions. Legislation ensured, for instance, that all public students were taken into account in allocating funds among educational agencies.

Since its passage, the lottery has added 2 to 3 percent annually to funds for K-12 schools. Since lottery proceeds are not considered tax revenues, the money is not counted toward the Proposition 98 revenue guarantees for schools. In this respect, state lottery funds are supplemental funds.

School Facilities Bond Acts

State voters have approved nearly $7.8 billion in bond issues for school facilities since 1982, when bonds were first placed on the statewide ballot under the Leroy F. Greene State School Building Lease Purchase Act. Despite this very large commitment of state funds for local school construction, the backlog of approved projects exceeds several billion dollars.

California voters have approved the following state propositions to provide general-obligation bonds for K-12 school construction:

June	1982	Proposition 1	$500 million
June	1984	Proposition 26	450 million
June	1986	Proposition 53	800 million
June	1988	Proposition 75	800 million
November	1988	Proposition 79	800 million
June	1990	Proposition 123	800 million
November	1990	Proposition 146	800 million
June	1992	Proposition 152	1,900 million
November	1992	Proposition 155	900 million

More recently, statewide voters rejected Proposition 1B on the June 1994 ballot, which would have authorized $1 billion in bonds to finance school construction, renovations and seismic safety projects for K-12 schools.

ACTIONS BY THE STATE BOARD OF EDUCATION

The most far-reaching actions by the state Board of Education have affected curriculum frameworks, guidelines and textbooks. Until the recent court decision, state Board of Education v. Honig, these activities defined much of the board's authority. In general, the board's actions to approve curriculum frameworks and textbooks over the last 10 years tended to follow recommendations by Superintendent of Public Instruction Bill Honig.

In sharp contrast to the successful relationship between the board and the superintendent in putting together the curriculum and textbook reforms in California over the last decade, the state Board of Education in the early 1990s pursued legal action against Honig to clarify powers of the elected superintendent and of the board, appointed by the governor.

The state's 3rd District Court of Appeal ruled recently on this case, expanding the scope of the board's authority over the state Department of Education, which is headed by the superintendent of public instruction.

At issue in the case were policies adopted by the board in 1991 that represented a change in direction. The court ruled in favor of the board, granting it much of the authority it had sought in its lawsuit.

The court placed ultimate policy-making responsibility with the board. It granted the board authority to review and approve the superintendent's top-level appointments and the Department of Education budget. In addition, the court allowed the state board to hire its own staff. The Department of Education has appealed the decision, which extended the board's powers beyond those it traditionally had held.

The lawsuit grew out of years of conflict between several members of the state board, whose members were appointed by a Republican governor, and Honig, a Democrat in an elected non-partisan office, over their respective roles and authority. Joseph Carrabino, first appointed to the board in 1986 by Governor Deukmejian, led the charge against Superintendent Honig. Subsequently reappointed to the board by Governor Wilson in 1992, Carrabino was forced to resign from the board under pressure later that year. Honig resigned in 1993 after his conviction on conflict-of-interest charges.

Even on controversial issues such as approval of the state Family Life Guidelines, the board worked closely with the superintendent. Likewise, when the board rejected Honig's proposed Health Curriculum Framework a few years ago, Honig acknowledged problems and worked with the board to create a framework it could approve.

SUPERINTENDENT'S INITIATIVES

Curriculum Development and Frameworks

Strengthening the core curriculum to improve what schools teach in large part has characterized school reform in California over the last decade. In the early 1980s, the public school curriculum was felt to be weak and lack purpose or direction. Without strong curriculum standards in place at the time, decisions about what students should learn were determined primarily by the textbooks that were approved by the state Board of Education. However, the lack of strong curriculum standards to drive textbook adoption in turn led to very watered-down textbooks.

In meeting this challenge and building upon the requirements under SB 813 for developing curriculum standards, Honig initiated a major overhaul of California's curriculum frameworks. These new frameworks guided schools in developing their curricula.

Specific curriculum development projects were established in many subject areas, including English/language arts, mathematics, history/social science, science, foreign language, fine arts, visual and performing arts and physical education. Each project was staffed by prominent education researchers and practitioners within California and the nation.

The resulting curriculum frameworks and accompanying curriculum guides for schools and special guides for parents are considered models for the nation.

Task Force Reports on School Reform

The state Department of Education in the late 1980s and early 1990s undertook a thorough study of the four levels of public schooling — early childhood, elementary, middle and high school. It established a task force for each level composed of teachers, parents, school administrators, academics, and other representatives of the education community.

The task forces produced four studies: *Caught in the Middle: Educational Reform for Young Adolescents in California Public Schools* (1987), *Here They Come! Ready or Not* (1988), *It's Elementary* (1992), and *Second to None: A Vision of the New California High School* (1992).

These studies are important resources that contain numerous recommendations for reforms at each level of schooling, and extensive background about the specific needs of students at each of these school levels. Together, they support the following themes for school reform:

- A rich core curriculum that moves students from a skills-based curriculum to a thinking curriculum linked to success in the real world;
- Better schools for ALL students through the reduction of ability grouping, expansion of support services for students and creation of intensive early intervention strategies;
- Teacher professionalism through improved training and involvement in school improvement;
- Learning communities that reflect the diversity of their students; and
- Student assessments that are linked to the new curricula and that use a variety of approaches to measuring student performance.

GOVERNOR'S OFFICE OF CHILD DEVELOPMENT AND EDUCATION INITIATIVES

When first taking office as governor of California in 1991, Pete Wilson established the Governor's Office of Child Development and Education, charged with the mission of designing, implementing and overseeing a children's service system for California. Maureen DiMarco was named as the Cabinet-level secretary responsible for a preventive agenda in this area, which has included Healthy Start, the Early Mental Health Initiative, preschool expansion, Academic

Volunteer and Mentor Corps, Access for Infants and Mothers, the Perinatal Treatment Expansion Program, and other programs.

The Office of Child Development and Education organized a series of 12 Children's Summits in the spring of 1992 to gather input from elected officials, community and business leaders, and community-based organizations, resulting in a report to the Legislature, *Cutting Through the Red Tape: Meeting the Needs of California's Children.*

Other initiatives supported by the governor have met varying levels of success in the Legislature. Some were approved with steady funding levels, a few were substantially augmented, and a few rejected or the funding greatly reduced.

CONCLUSION

By presenting a look forward at emerging issues and a look backward at 10 years of reforms, this two-volume briefing book provides a context for assessing new directions for California education.

The California Education Summit of February 1994 likely will generate a substantial number of future legislative proposals. This is evident from the numerous reform recommendations contained in the final report of the California Education Summit recently released by Assembly Speaker Willie L. Brown. It is hoped this briefing book can assist the Legislature in analyzing those ideas for reform, and in defining for itself an effective role, direction and focus for addressing California's continuing needs in education.

It also is hoped this briefing book, and its appendices, will help facilitate public discussion and the local involvement of parents, educators, community members and business interests so necessary for achieving high-quality education. It should be noted this briefing book also acknowledges existing accomplishments by pointing to successful, cost-effective programs that can be more widely replicated in California schools to achieve positive changes.

Schools confront persistent fiscal crises and unprecedented challenges posed by changing student demographics. But California policy-makers, educators, parents and communities still can work together to explore alternatives, identify solutions, and overcome obstacles to further the goals of educational reform.

APPENDIX A

Demographics of California's Schoolchildren

Fingertip Facts on Education in California

**California Department of Education
Sacramento, 1993**

CALIFORNIA STATE BOARD OF EDUCATION

Members (Terms expire in January of year indicated.)

Joseph H. Stein, President	1997*
Gerti B. Thomas, Vice-President	1994
Heather Clayton (student member)	July, 1994†
Kathryn Dronenburg	1997*
Yvonne W. Larsen	1996
Dorothy J. Lee	1996
Sark "Bill" Malkasian	1994
Marion McDowell	1995

William D. Dawson, Acting Secretary and Executive Officer

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*Subject to confirmation by the Senate.

†Serves a one-year term, subject to confirmation by the Senate.

CALIFORNIA DEPARTMENT OF EDUCATION

Chief Administrative Officers

William D. Dawson, Acting State Superintendent of Public Instruction
William D. Dawson, Executive Deputy Superintendent
Robert W. Agee, Deputy Superintendent for Field Services
Joe Holsinger, Deputy Superintendent for Governmental Policy
Harvey Hunt, Acting Deputy Superintendent for Curriculum and Instructional Leadership
Robert La Liberté, Deputy Superintendent, Department Management Services
Joseph R. Symkowick, General Counsel
Shirley A. Thornton, Deputy Superintendent for Specialized Programs

Number of school districts (October, 1992):

Unified	296
Elementary	601
High school	109
Total	1,006

Number of public schools (October, 1992):

Elementary	4,946
Middle	893
Junior high	126
High school	814
Continuation	476
Alternative	212
Special education	139
County-run	60
Total	7,666

Number of private schools (1992-93):

Church-affiliated	1,875
Other	1,964
Total	3,839

Regular graded public school enrollments, kindergarten through grade twelve, not including ungraded programs:

1955	2,411,834	1984	4 078,743
1960	3,304,485	1985	4 ·80,265
1965	4,121,442	1986	4 301,140
1970	4,457,325	1987	4 407,907
1975	4,284,471	1988	4 512,963
1980	3,974,377	1989	4 668,495
1981	3,976,676	1990	4 842,174
1982	3,984,738	1991	5 001,670
1983	4,014,003	1992	5 389,808

Number of students in public schools (1992-93):

Kindergarten and grades one through eight	3,717,797
Grades nine through twelve	·372,011
Ungraded programs	·05,969
Total	5 ·95,777

Number of students in private schools (1992-93):

Kindergarten	68,633
Elementary school	370,853
High school	114,528
Total	554,014

Racial and ethnic distribution in public schools (1992-93):

Full-time teachers (Not available)

Students	*Number*	*Percent*
American Indian or Alaskan Native	41,496	0.8
Asian	421,963	8.1
Pacific Islander	28,925	0.6
Filipino	122,437	2.4
Hispanic	1,877,310	36.1
Black, not Hispanic	447,861	8.6
White, not Hispanic	2,255,765	43.4
Total	5,195,777	100.0

Number of twelfth grade graduates (1992-93):	*Day*	*Evening*
Male	120,150	(Not
Female	124,444	available)
Totals	244,594	9,743
Total, day and evening	254,337	

Number of full-time teachers (1990-91):

Offices of county superintendents of schools	4,426
Elementary school districts	44,755
High school districts	18,280
Unified school districts	140,767
Total	208,228

(Figures not available for 1991-92, 1992-93)

Average salaries (1991-92):

Full-time teachers		*Superintendents*	
Elementary districts	$38,700	Elementary districts	$75,098
High school districts	40,918	High school districts	81,914
Unified districts	40,210	Unified districts	84,826

School-site principals

Elementary level	$57,212	High school level	$63,713
Unified	$59,782		

Average base revenue limits per unit of average daily attendance (1991-92):	*Small*	*Large*
Elementary school districts	$3,844	$3,069
High school districts	4,214	3,764
Unified school districts	3,473	3,248

NOTE: For funding purposes a *large* school district is defined here as follows: elementary—more than 100 a.d.a.; high school—more than 300 a.d.a.; and unified—more than 1,500 a.d.a. Otherwise, the district is defined as a *small* school district.

Current expense of education per unit of average daily attendance (1991-92):

Unified school districts		*Elementary school districts*	
Low (a.d.a. 1,256)	$ 3,130	Low (a.d.a. 3,620)	$ 2,792
High (a.d.a. 65)	11,231	High (a.d.a. 28)	17,305

High school districts		*State average*	
Low (a.d.a. 3,257)	$ 3,919	Unified districts	$ 4,122
High (a.d.a. 168)	8,716	Elementary districts	3,687
		High school districts	4,578

Average, all public schools	$ 4,062

Income for public education, K–12 (1991-92):

	Amount	*Percent*
Property taxes	$ 5,307,704,231	23.00
State sources	15,413,844,415	66.78
Federal sources	1,298,309,275	5.62
Other sources	1,061,384,829	4.60
Total	$23,081,242,750	100.00

NOTE: Income totals coincide with those reported to the National Center for Education Statistics. These figures are widely used by agencies of the federal government in the computation of grant awards.

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ENROLLMENTS

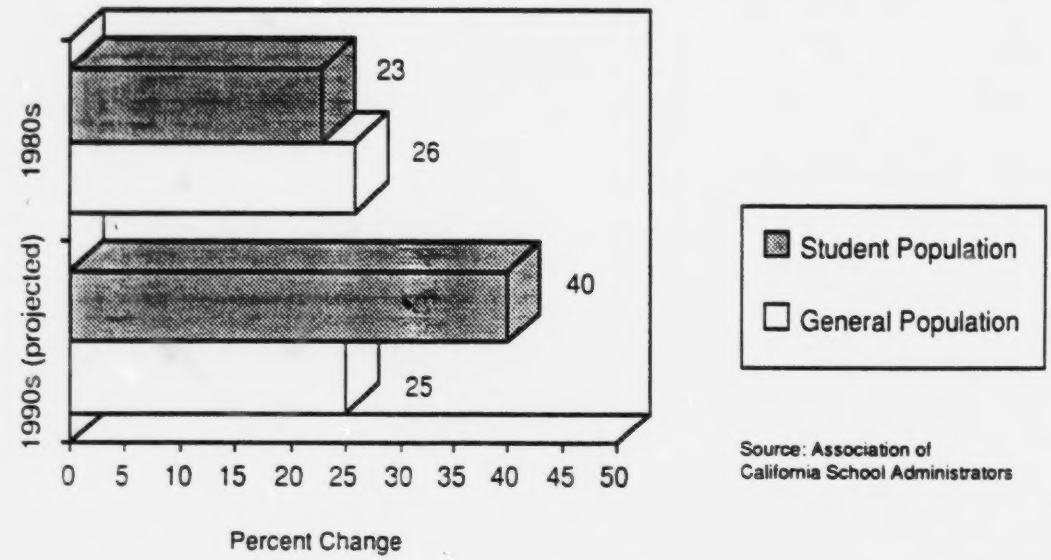
PUBLIC AND PRIVATE SCHOOL ENROLLMENT

	1990-91	1991-92	1992-93
Public Schools	4,950,474	5,107,145	5,165,777
Private Schools	531,489	544,817	554,014
	5,481,963	5,651,962	5,719,791

Source: California Department of Education

- Total enrollment growth in California in 1992-93 was 1.7 percent, compared to a national student enrollment growth of 1.8 percent. This is a decline from a 3.7 percent increase in 1990-91, but accelerated growth is expected in the next several years; by the year 2001, enrollment growth of 37 percent will yield a total of nearly seven million students.

Growth of General and Student Populations in California



Source: Association of California School Administrators

DEMOGRAPHICS

California Students - Racial and Ethnic Distribution

	1990-91		1991-92		1992-93	
American Indian/ Alaskan Native	38,112	0.8%	41,348	0.8%	41,496	0.8%
Asian or Pacific Islander	414,676	8.4%	435,781	8.5%	450,908	8.7%
Filipino	109,650	2.2%	117,153	2.3%	122,427	2.4%
Hispanic	1,702,363	34.4%	1,804,536	35.3%	1,877,310	36.1%
Black	426,356	8.6%	437,525	8.6%	477,861	8.6%
White	2,259,317	45.6%	2,270,802	44.5%	2,255,765	43.4%

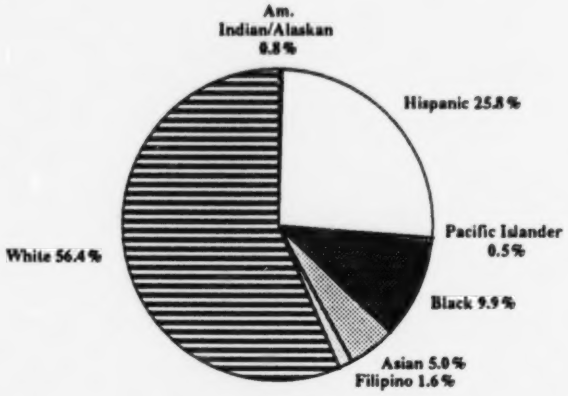
Source: California Department of Education (CBEDS)

The California Department of Education collects racial or ethnic data on public school staff and students in California in October of each year through the California Basic Educational Data System (CBEDS). The following characteristics may be noted from the 1992-93 data:

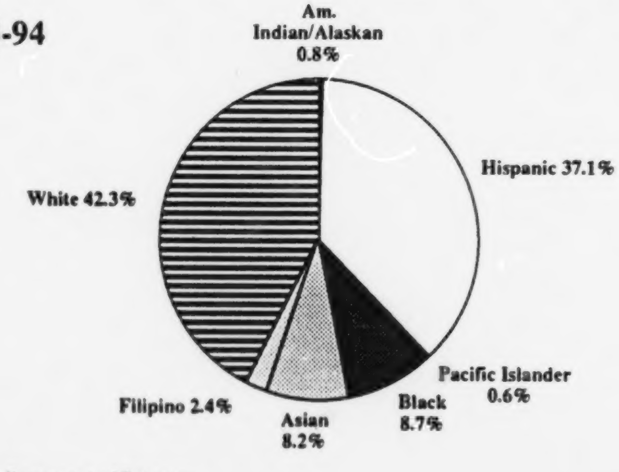
- Over five million students are enrolled in the public schools; 56.6 percent were reported as being members of racial/ethnic groups other than white.
- As in previous years, there are more males than females enrolled (i.e.: 51.5 percent males vs. 48.5 percent females)
- Students reported in the racial/ethnic category of white accounted for 50.6 percent of the twelfth grade graduates in 1992.
- Certified staff members who reported themselves as being in the racial/ethnic category of white accounted for 80.6 percent of the total certified staff.
- The total number of full-time and part-time classified staff members was 234,927, of which 42.2 percent were reported as being members of racial/ethnic groups other than white.
- The number of elementary schools with 50 percent or more non-white student enrollment was 2,470 or 49.9 percent of the total. The number of high schools with 50 percent or more non-white student enrollment was 381 or 46.8 percent.

California Schools' Changing Ethnic Makeup

1981-82



1993-94

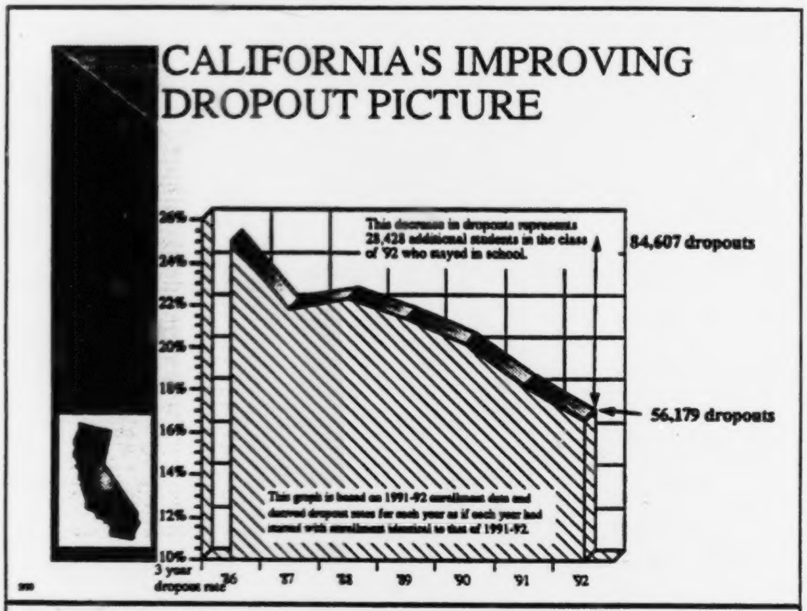


California Department of Education

DROPOUT RATE

- The statewide dropout rate was 16.6 percent for 1992-93, reflecting a continuous decline since dropout data were collected in 1986. This measures the number of graduating seniors compared to the number enrolled three years earlier as tenth graders.

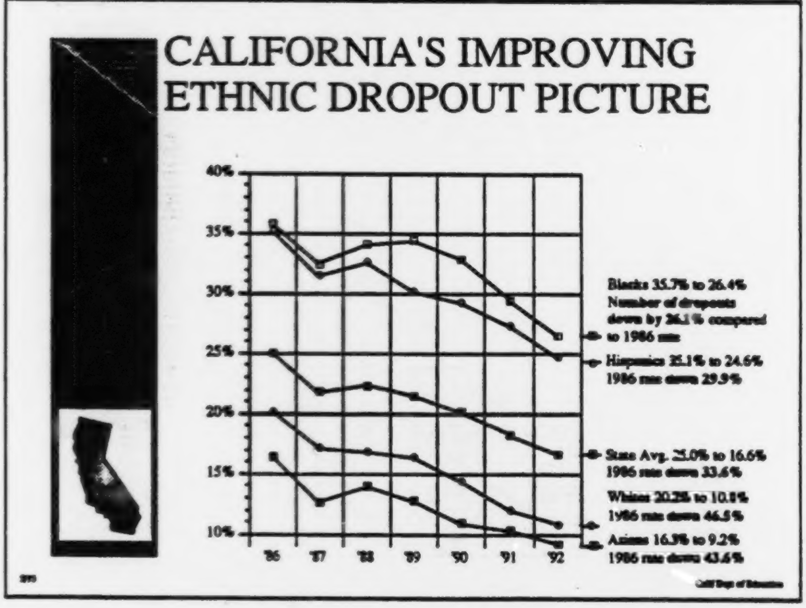
- Major ethnic groups also continue to show declines in their dropout rates, although there continues to be a large gap between the current dropout rates for whites and Asians and those for blacks and Latinos.



CALIFORNIA'S IMPROVING DROPOUT PICTURE

This decrease in dropouts represents 28,428 additional students in the class of '92 who stayed in school.

This graph is based on 1991-92 enrollment data and derived dropout rates for each year as if each year had started with enrollment identical to that of 1991-92.



CALIFORNIA'S IMPROVING ETHNIC DROPOUT PICTURE

Calif Dept of Education

TRENDS IN NUMBER OF LIMITED ENGLISH PROFICIENT STUDENTS IN CALIFORNIA PUBLIC SCHOOLS

	1990-91	1991-92	1992-93
Spanish	755,359	828,036	887,757
Vietnamese	40,477	45,155	48,890
Hmong	21,060	23,522	26,219
Cantonese	21,498	22,262	22,772
Cambodian	20,055	20,752	21,040
Filipino/Tagalog	18,146	19,345	20,755
Korean	14,932	16,078	16,496
Amenian	11,399	13,754	15,156
Lao	12,430	12,332	11,926
Mandarin	8,386	8,999	9,123
All Others	62,720	68,470	71,685
Total	986,462	1,078,705	1,151,819

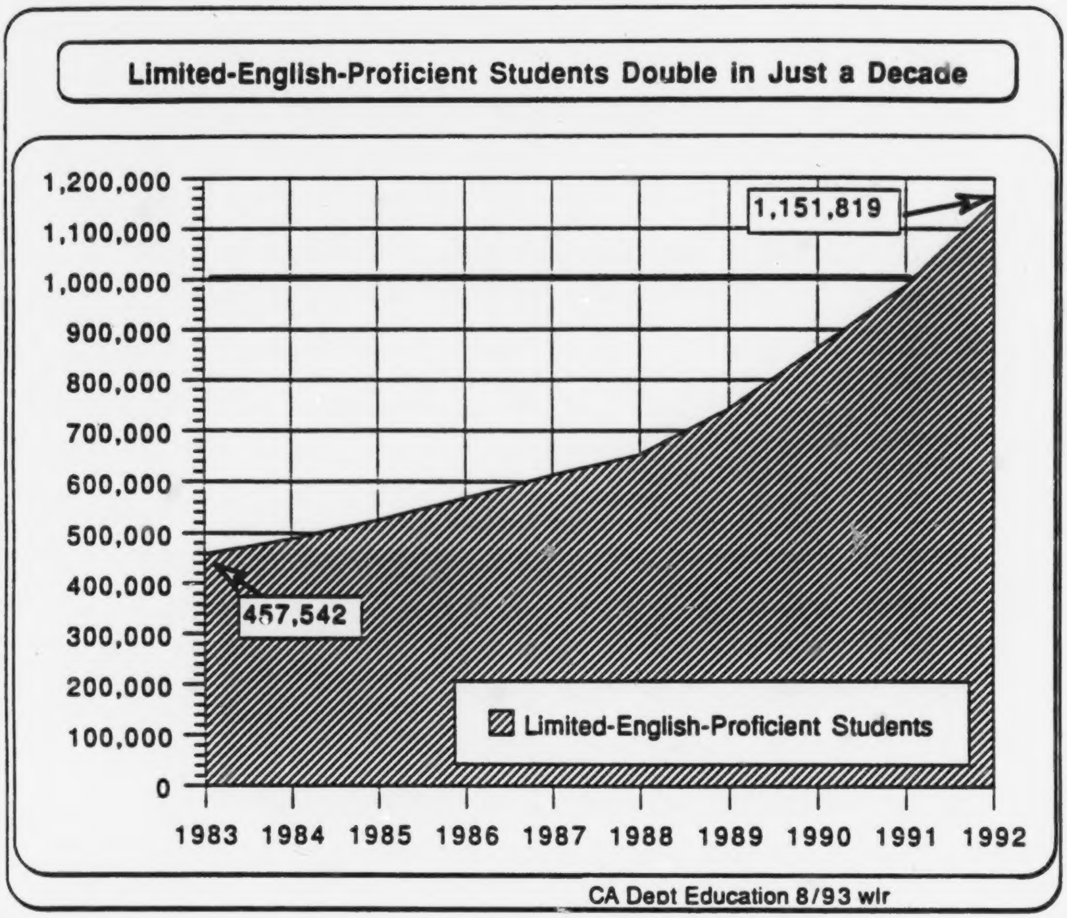
- Limited English Proficient (LEP) students now constitute 22.2 percent of the 5.19 million students enrolled in public schools in California, kindergarten through grade 12.

- Language-minority students, made up of the 1.15 million LEP students and the 626,491 fluent-English-proficient (FEP) students identified in 1992, comprise 34.2 percent of all students in California.

- Slightly more than 77 percent of all identified LEP students speak Spanish as their primary language, a 1.5 percent increase over 1992.

- The following language groups have the largest increases over the last five years (in parentheses): Russian 5,586 (3,458 percent); Indonesian 875 (386 percent); Urdu 1,292 (370 percent); Armenian 15,156 (294 percent); and Mien 4,691 (142 percent).

Source: California Department of Education



CA Dept Education 8/93 wlr

SPECIAL EDUCATION

Special Education Students	Number of Students	Percent
Statewide Total	540,472	100%
Students by Disability		
Mentally Retarded	31,930	5.9
Hard of Hearing	4,836	.9
Deaf	3,636	.7
Speech and Language Impaired	140,751	26.0
Visually Handicapped	4,091	.8
Severely Emotionally Disturbed	15,022	2.8
Orthopedically Impaired	11,594	2.1
Other Health Impaired	13,970	2.6
Specific Hearing Disability	304,550	56.3
Deaf-Blind	179	.03
Multiply Handicapped	6,889	1.3
Autism	2,157	.4
Traumatic Brain Injury	326	.06
Non-categorical	541	.1
Students by Placement/Setting:		
Designated Instruction Setting	142,094	26.3
Resource Specialist Program	227,804	42.1
Special Day Class	161,702	29.9
Non-Public Schools	8,872	1.6
Students by Ethnicity:		
Native American	4,516	.8
Asian	18,302	3.4
Pacific Islander	2,079	.4
Filipino	5,903	1.1
Hispanic	181,182	33.5
Black	66,648	12.3
White	261,842	48.4

Source: California Department of Education, Special Education Division
April 1993

CATEGORICAL PROGRAMS – STATE AND FEDERAL

STATE CATEGORICAL PROGRAMS, 1993-94

	Millions
Special Education	$ 1,547.897
Desegregation	500.846
Court Ordered $418.936, Voluntary $81.910	
Adult Education	420.233
Child Development, Preschool	410.166
Transportation (incl. Special Education)	328.290
SIP (School Improvement Program)	316.913
EIA (Economic Impact Aid)	293.837
ROC/P (Regional Occupational Centers/Programs)	240.899
Supplemental Grants	178.866
Instructional Materials	129.445
Mentor Teachers	67.949
Child Nutrition	63.796
Year-Round School Incentives	58.090

	Millions
Deferred Maintenance	52.671
Staff Development	32.163
GATE (Gifted and Talented Education)	31.482
Class Size Reduction	29.908
Drug, Alcohol, Tobacco Education Programs	25.016
Restructuring Grants	24.438
Pupil Testing	23.504
Miller-Unruh Reading	21.620
Healthy Start	19.000
Educational Technology	13.398
Dropout/High Risk Youth Programs	11.663
Vocational Education	8.912
10th Grade Counseling	8.006
Administrator Training/Evaluation	5.395
plus other programs under $5 million and carryover from the prior year	

FEDERAL CATEGORICAL PROGRAMS, 1993-94

	Millions
Child Nutrition	$ 864.143
Chapter 1	769.283
ECIA $661.835, Migrant Education $107.448	
Special Education (PL 94-142)	233.035
Vocational Education	107.502
Child Development	87.495

	Millions	
Impact Aid (districts close to or on federal property)	65.000	(est.)
Chapter 2 (30 categorical programs in block grant)	41.988	
Drug Free Schools	41.752	
Math/Science Teacher Training	19.093	
Adult Education	18.402	
Emergency Immigrant Education	15.210	

Data: State Budget Act 1993-94, Office of the Legislative Analyst, California Department of Education

Source: EdSource

RANKINGS FOR CALIFORNIA, 1992-93

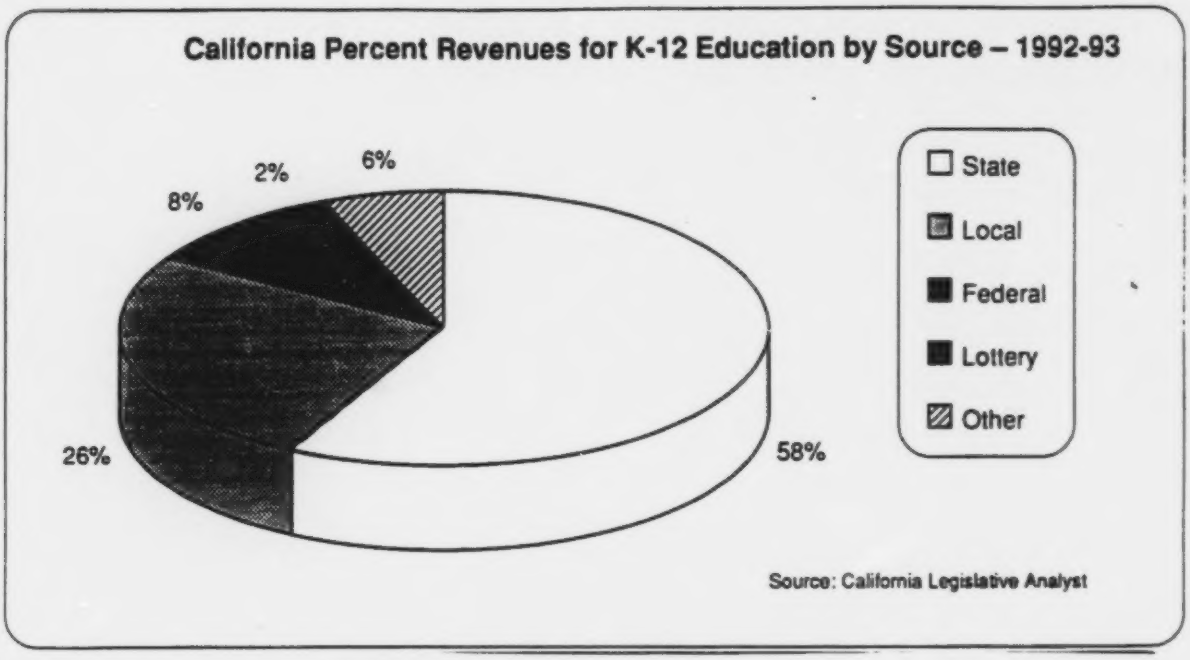
	Rank in U.S.	California Average	U.S. Average
Teachers' salaries	7	$ 40,221	$ 35,000
Number of pupils enrolled per teacher	1 *	24.1 pupils	17.3 pupils
Expenditures per K-12 pupil (ADA)	39	$ 4,627	$ 5,616
Public school revenue (1990-91) per $1,000 personal income	45	$ 40	$ 47
Per capita personal income	10	$ 20,847	$ 19,092
Per capita expenditures (1990-91):			
State & local government	11	$ 3,978	$ 3,587
Public welfare	11	578	503
Health & hospitals	13	364	322
Police protection	4	178	130
Fire protection	6	79	55
Highways	50	181	258
Public schools	20	872	863

Data: National Education Association's *Rankings of the States, 1993*

* This ranking means that California has more pupils per teacher than all other states and the District of Columbia.

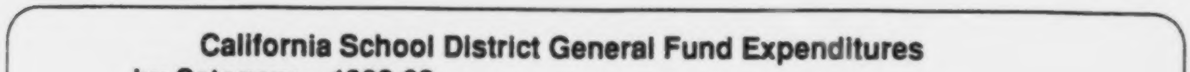
Source: EdSource

EDUCATION FUNDING AND EXPENDITURES



California Percent Revenues for K-12 Education by Source – 1992-93

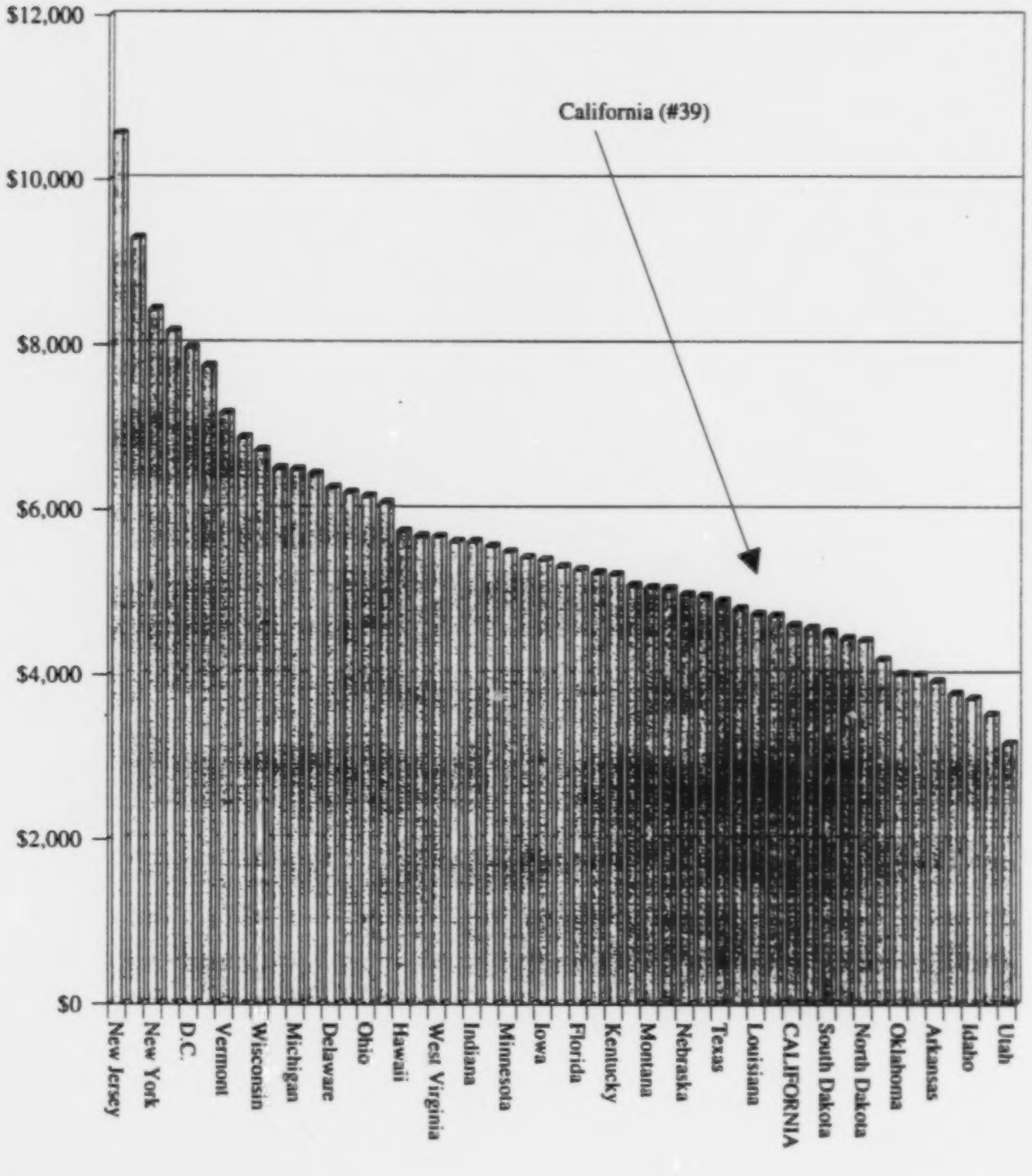
Source: California Legislative Analyst



California School District General Fund Expenditures by Category – 1992-93

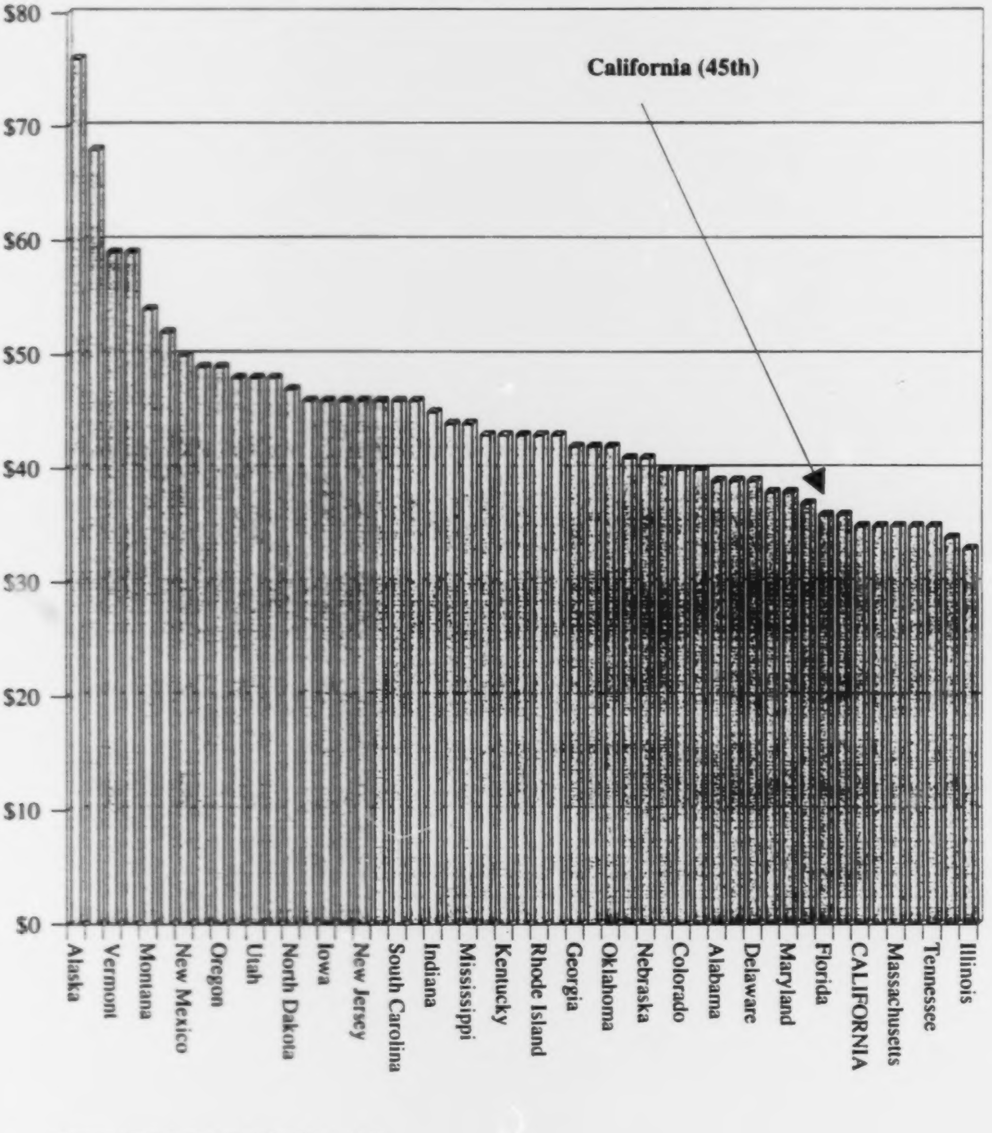
Source: California Department of Education

Expenditures for Public K-12 Schools Per Pupil in Average Daily Attendence, 1992-93



Source: NEA Rankings of the States

Expenditures for Public K-12 Schools Per $1000 of Personal Income -- FY 1990-91 Expenditures, 1991 Personal Income



Source: NEA Rankings of the States, 1993

CHILDREN'S STATISTICS

Indicator	California
Children as percent of population, 1990	26%
Children of Color, percent, 1990	54%
Infant Mortality, deaths in first year per 1,000 births, 1991	8.1
Teen Births, number per 1,000 females aged 15-19, 1991	64.5
*Child Support, percent of court orders receiving some payment, 1990	39.4%
Children in Poverty, percent whose families receive AFDC, 1990 (annual income under $8,328 for family of 3)	17.0%
Median Family Income, 1990	$42,700
Unemployment, March 1992	9.2%
Median Rent, modest two-bedroom unit, 1990	$620

Source: Children Now County Data Book, 1993

- Foster children: 65,407 (counting those in care of relatives, the figure is more than 85,000) [10/93]
- Children in poverty (federal poverty level) 25.3 percent, 2.2 million [1992]
- 64,000 babies born to teen mothers in 1992
- Youth unemployment rate: 25.1 percent [1992]
- 2-year-olds not fully immunized for DTP: 45.9 percent
- Children under 18 without health insurance 2.1 million (25.6 percent) [1990]

TYPES OF DISTRICTS, 1993-94

	Number
Elementary Districts (K through 8)	593
High School Districts (9 through 12)	107
Unified Districts (K through 12)	302
	1,002

Source: California Department of Education

SIZE OF DISTRICTS, 1992-93

	% of Districts
Under 500 Students	32%
501 to 2,500	31%
2,501 to 5,000	13%
5,001 to 10,000	11%
10,001 to 40,000	12%
over 40,000	1%

Source: California Department of Education

CALIFORNIA'S TEN LARGEST AND TEN SMALLEST PUBLIC SCHOOL DISTRICTS - 1991-92

RANK	COUNTY	DISTRICT	ENROLLMENT
1	Los Angeles	Los Angeles Unified	636,964
2	San Diego	San Diego City Unified	123,591
3	Fresno	Fresno Unified	74,693
4	Los Angeles	Long Beach Unified	74,048
5	San Francisco	San Francisco Unified	61,689
6	Alameda	Oakland Unified	51,698
7	Sacramento	Sacramento City Unified	50,804
8	Sacramento	San Juan Unified	47,700
9	Orange	Santa Ana Unified	47,548
10	San Bernardino	San Bernardino City Unified	43,016
1000	Siskiyou	Sawyers Bar Elementary	19
1001	Marin	Lincoln Elementary	18
1002	Tehama	Flournoy Union Elementary	18
1003	Siskiyou	Little Shasta Elementary	17
1004	Humboldt	Maple Creek Elementary	16
1005	San Benito	Jefferson Elementary	16
1006	Sonoma	Reservation Elementary	16
1007	San Benito	Panoche Elementary	16
1008	Stanislaus	La Grange Elementary	13
1009	Kern	Blake Elementary	5

Source: California Department of Education

APPENDIX B

Summary of Major Education Bills Passed by the California Legislature, 1983-1993

APPENDIX B
SUMMARY OF EDUCATION BILLS PASSED BY THE CALIFORNIA LEGISLATURE, 1983-1993

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ADOLESCENT PREGNANCY AND PARENTING

SB 1561 (Watson) - Required the State Board of Education to revise the health instruction curriculum framework to include instructional guidelines on health and nutritional practices for pregnant adolescents and specifies that the adopted course of study for health education in grades 1 through 12 may include prenatal care for pregnant women and violence as a public health issue. **Chapter 1065; Statutes of 1992.**

SB 2029 (McCorquodale) - Would have repealed the existing Pregnant and Parenting Minors Program and the School-Age Parenting and Infant Development (SAPID) Program and would have created the Pregnant and Parenting Education Program for School-Aged Persons (PPEPSAP). Would have consolidated existing programs and added new services for pregnant and parenting students to successfully complete school, improve pregnancy outcomes and parenting skills, and reduce repeat pregnancies for students. [Similar to SB 1151 (McCorquodale), vetoed in 1985, and SB 1988 (McCorquodale), vetoed in 1989]. **Vetoed; 1990.**

AB 3959 (Allen) - Directed the Health and Welfare Agency, in consultation with the Department of Education, the Youth and Adult Correction Agency, and Office of Criminal Justice Planning, to assemble specific information on pregnant and parenting teens for submission to the legislative analyst, who would then provide recommendations to the Legislature. **Chapter 941; Statutes of 1986.**

SB 1555 (Hart) - Would have established the California Adolescent Family Life Act to reduce the number of teen pregnancies through education and would have provided health and education services to teen parents and their infants. **Vetoed; 1984.**

ADULT EDUCATION

AB 1321 (Wright) - Permanently reduced adult education entitlements of any school district that failed to earn the entire 1990-91 and 1991-92 entitlements. Specified conditions under which a high school pupil may enroll in adult classes; expanded adult education programs to districts that do not offer them. **Chapter 1193; Statutes of 1992.**

AB 1891 (Woodruff) - Established a new formula for calculating state funds for adult education programs and for students enrolled in both high school and adult education schools. **Chapter 1195; Statutes of 1992.**

AB 1943 (Lee) - Provided adult education cost-of-living increases only to those districts with a base revenue limit of less than 73 percent of the 1991-92 unified school district limit. Allowed adult-education programs to use up to 5 percent of the adult block entitlement for innovative and alternative systems of delivering instruction. **Chapter 1196; Statutes of 1992.**

AB 1412 (Statham) - Would have appropriated $2,160,000 from the General Fund to establish new adult education programs in K-12 school districts that do not currently operate such programs. **Vetoed; 1987.**

AIDS PREVENTION

SB 1329 (Russell) - Amended existing law regarding AIDS education to emphasize sexual abstinence. **Chapter 73; Statutes of 1992.**

AB 11 (Hughes) - Required school boards to ensure that students in grades 7-12 receive AIDS prevention instruction, beginning in the 1992-1993 school year, unless their parents or guardians deny permission. **Chapter 818; Statutes of 1991.**

SB 2840 (Hart) - Would have required pupils in grades 7-12 to receive AIDS prevention instruction annually commencing in the 1988-89 school year. It required parental consent, and allowed for parents to review the materials to be used. **Vetoed; 1988.**

BILINGUAL EDUCATION

SB 2026 (Mello) - Would have reauthorized and amended statutes regarding education services for English learners. Would have required school districts to offer specialized instructional programs or services to each language minority pupil identified as an English learner. For different populations of students, the bill would have required either a comprehensive bilingual education program, a two-way bilingual program, or individual language-appropriate instruction. **Vetoed; 1992.**

AB 2987 (Campbell) - Revised the certification process for teachers of limited-English-proficient students, and replaced existing bilingual and language development credentials with updated credentials. Authorized new examinations for Bilingual and Cross-cultural, Language and Academic Development (CLAD/BCLAD) credentials. **Chapter 1050; Statutes of 1992.**

AB 37 (W. Brown) - Would have extended the mandates for several categorical educational programs, including Bilingual Education, which sunsetted in 1987. **Vetoed; 1987.**

AB 3777 (Chacon) - Would have improved the standards and criteria for the Bilingual Teacher Training Program as established by AB 1379 (Chacon) in 1981. **Chapter 1204; Statutes of 1984.**

CHILD DEVELOPMENT

SB 1811 (Bergeson) - Required state-funded preschool programs to give enrollment priority to four-year-olds over three-year-olds. **Chapter 814; Statutes of 1992.**

AB 3087 (Speier) - Made numerous changes in state law to improve the regulation of child day care facilities. Provided a new funding mechanism for child care licensing and child abuse prevention programs by authorizing the state Department of Motor Vehicles to sell special license plates. **Chapter 1316; Statutes of 1992.**

SB 500 (Morgan) - Designated the state Department of Education as the lead agency for the federal Child Care and Development Block Grant and created the At-Risk Child Care Program for working parents at risk of welfare dependency. **Chapter 1190; Statutes of 1991.**

AB 1670 (Hansen) - Allowed an expansion of state preschool programs under specified conditions. **Chapter 758; Statutes of 1991.**

SB 2603 (Roberti) - Would have created the "School-Age Community Child Care Act" to subsidize latchkey programs. **Vetoed; 1990.**

SB 230 (Roberti) - Required educational and career incentives for child care classroom staff; extended the sunset date for the Child Care and Development Services Act to June 30, 1994. **Chapter 81; Statutes of 1989.**

SB 1754 (Roberti) - Would have made changes in the previous year's School-Age Community Child Care Act (SB 303 - Latchkey). These changes would have loosened requirements in order to give flexibility to local contractors and to the superintendent of public instruction. **Vetoed; 1986.**

SB 303 (Roberti) - Enacted the School-Age Community Child Care Act, which provides for establishing child care in every county for the schoolchildren of working parents. Programs must serve children from low-income families (for whom there are subsidies) and children of middle- and upper-income families who pay full costs. All programs must include children with disabilities. **Chapter 1026; Statutes of 1985.**

SB 1754 (Torres) - Established child care facility licensing as a separate activity from the licensing of residential facilities; established a statewide child care ombudsperson in the Department of Social Services. **Chapter 1615; Statutes of 1984.**

CLASS SIZE REDUCTION

SB 666 (Morgan) - Enacts the Morgan-Hart Class Size Reduction Program of 1989 which establishes a program to provide incentives to school district to reduce class size in grades 9-12, for courses which are taught by the English, math, science, or social studies departments and which meet high school graduation requirements. This bill also establishes the Language Arts Enrichment Program for school districts in grades 1-3. **Chapter 1147; Statutes of 1989.**

SB 436 (Hart) - Would have established a voluntary program to reduce class size in four subject areas -- English, social studies, math, and science -- in grades 9-12 and appropriated $75 million for that purpose in 1988-89. **Vetoed; 1988.**

SB 1210 (Hart) - Would have established an eight-year local option program to reduce class size to 20 students for English, science and social science classes in grades 9 through 12. **Vetoed; 1986.**

SB 1604 (Hart) - Would have established the Program to Reduce Class Size and would have appropriated funds in 1987-88 to begin an eight-year program to reduce class size in four subject areas -- English, math, social studies in grades 9-12. **Vetoed; 1986.**

COMPREHENSIVE SCHOOL REFORM

SB 1677 (Presley) - As originally introduced this bill would have restructured the teacher credentialing process; established several new educational programs, such as class size reduction; and increased funding for teacher salaries and selected K-12 programs. This measure was scaled back to enact improvements to school district budgeting standards, practices, and processes to assure greater fiscal accountability. **Chapter 1462; Statutes of 1988.**

SB 786 (Hart) - Would have provided technical cleanup to SB 813 (Hart) and made substantive changes to current law affecting classroom instruction, student discipline, transportation, school facilities, teaching, and administration. This bill would have also initiated a major class size reduction program. Would have appropriated approximately $80 million in fiscal years 1985-86. **Vetoed; 1986.**

SB 813 (Hart) - Enacted the Hughes-Hart Educational Reform Act of 1983, a comprehensive educational reform package designed to overhaul the state's education system and provide adequate funding for California's K-12 programs.

The bill enacted more than 80 individual reforms, which included improving instruction, strengthening the teaching profession, strengthening the administration of schools, increasing equalization and other funding for schools, and establishing several education studies and commissions.

SB 813 created a Mentor Teacher Program, increased funding for beginning teacher salaries, provided financial incentives to lengthen the school day and year, established statewide graduation requirements, established summer school programs in core academic subjects, created a tenth grade counseling program, created incentives for year-round schools, established the Golden State Examination to recognize outstanding high-school achievement, expanded computer education and teacher training programs, provided districts greater flexibility in teacher layoffs and dismissal, strengthened student discipline laws, provided cost-of-living funds for revenue limits and other categorical programs, expanded instructional materials funds and increased funding for low-wealth school districts relative to Serrano equalization. **Chapter 498; Statutes of 1983.**

CURRICULUM

AB 3216 (Katz) - Required that secondary school social-science instruction on human rights and genocide include the study of slavery and the holocaust. **Chapter 763; Statutes of 1992.**

AB 3537 (Eastin) - Would have allowed school districts to adopt their own textbooks for the first through eighth grades. **Vetoed; 1992.**

SB 594 (Maddy) - Modified and accelerated the process for adopting instructional materials; increased teacher representation on the Curriculum and Supplemental Materials Commission. **Chapter 1181; Statutes of 1989.**

DESEGREGATION

SB 1992 (Robbins) - Provided $30 million for reimbursing those school districts maintaining a court-mandated program to remedy the harmful effect of racial segregation which were not otherwise reimbursed because of insufficient funds. Provided up to $7 million for the costs to school districts of certain voluntary desegregation programs. **Chapter 418; Statutes of 1984.**

DISCRIMINATION

AB 920 (Bradley) - Required the development of the Bill Bradley Human Relations Pilot Project for teaching a five or 10-week course on human relations in grades eight, nine, or 10. **Chapter 735; Statutes of 1989.**

ACR 37 (Speier) - Requested that textbooks used in California reflect accurately theJapanese-American internment experience as a violation of human rights rather than a military necessity. **Resolution Chapter 92; 1989.**

DROPOUT PREVENTION

AB 43 (Elder) - Subjected the parent of a pupil who breaks the compulsory education law for a third time to a penalty of up to six months in jail and/or $500. **Chapter 391; Statutes of 1990.**

SB 68 (Torres) - Extended authorization for educational clinics and school dropout programs. **Chapter 242; Statutes of 1989.**

SB 65 (Torres) - Provided funds to develop a comprehensive system of high school dropout identification, prevention and recovery programs including educational clinics for students who have already left the school system. **Chapter 1431; Statutes of 1985.**

DRUG ABUSE PREVENTION

AB 485 (Clute) - Established new drug and alcohol abuse prevention programs; required school districts to provide health education at each grade level. **Chapter 923; Statutes of 1990.**

SB 920 & SB 921 (Senate Select Committee on Drug & Alcohol Abuse; Roberti, Craven, Doolittle, Presley, Stiern, Vuich) - Required persons convicted of an offense involving controlled substances to pay a drug program fee not to exceed $100 for each separate offense in addition to any other penalty prescribed by law. County treasurers are required to deposit the fees in a fund for drug abuse programs in the schools and community. **Chapter 1986; Statutes of 1986.**

SB 1805 (McCorquodale) - Increased the penalties for persons 18 years or older who unlawfully prepare for sale, sell or give-away any controlled substance to a minor under the age of 14 years in schools or upon school grounds or public playgrounds. **Chapter 1038; Statutes of 1986.**

EARLY INTERVENTION

SB 1085 (Bergeson) - Enacted the California Early Intervention Services Act, which established a coordinated, interagency system for providing intervention services to infants and toddlers with developmental delays or at risk of delay. The Department of Developmental Services is the lead agency. **Chapter 1085; Statutes of 1993.**

AB 3451 (Hannigan) - Changed conditions for termination of state participation in a federally funded special education program for preschool children with non-severe handicaps. **Chapter 184; Statutes of 1990.**

AB 2666 (Hannigan) - Provided for California's participation in the new federal Handicapped Preschool Grant Program. **Chapter 311; Statutes of 1987.**

SB 1256 (Watson and Torres) - Established the Early Intervention for School Success Program to identify pupils, ages 4 through 7, with developmental disabilities. Provided grants to 200 school sites. **Chapter 1530; Statutes of 1985.** [Extended by SB 499 (Watson), Chapter 423; Statutes of 1991.]

SB 1453 (Hart) - Would have enacted the Infant and Toddler Protection Act to provide $15 million for a variety of programs for young children at risk of abuse and neglect and at risk of incurring developmental disabilities. (Sections of this vetoed legislation were subsequently proposed by the governor in the Budget Act.) **Vetoed; 1984.**

EDUCATIONAL TECHNOLOGY

SB 1510 (Morgan) - Provided guidelines and a funding mechanism for the use of educational technology in schools from kindergarten through high school. **Chapter 1309; Statutes of 1992.**

AB 1162 (Eastin) - Appropriated funds to school districts for improving educational technology hardware, furniture and equipment as a part of a new construction or a modernization project under the State School Building Lease Purchase Program. **Chapter 758; Statutes of 1992.**

AB 1470 (Farr) - Enacted the Farr-Morgan-Quackenbush Educational Technology Act of 1989; established the California Planning Commission for Educational Technology, charged with developing a state master plan for technology education. **Chapter 1334; Statutes 1989.**

AB 803 (Katz) - Established the Educational Technology Local Assistance Program of 1983 to provide grants to school districts for computer education and acquisition. **Chapter 1133; Statutes of 1983.**

FACILITIES

General School Facilities Bills

ACA 6 (O'Connell) - Allowed a simple majority vote, rather than two-thirds, to approve local bond issues for school construction and to increase local property-tax rates for paying off the bond debt. **Resolution Chapter 135; 1992.** [Rejected by statewide voters, November 1993, as Proposition 170.]

AB 1287 (No author) - Repealed the State School Building Lease-Purchase Law of 1976 on January 1, 1996, if voters approved ACA 6; increased the school facilities fees cap on residential construction by $1 per square foot, if ACA 6 were to fail. **Chapter 1354; Statutes of 1992.** [ACA 6 defeated by statewide voters, November 1993, as Proposition 170.]

AB 3640 (Eastin) - Created procedures aimed at lessening the time it takes for state review and approval of school construction plans. **Chapter 1147; Statutes of 1992.**

AB 259 (No author) - Would have revised the school building program by requiring a local bond revenue raising effort and modified some of the formulas used for determining the size and scope of school facilities. Would not have gone into effect unless a constitutional amendment was passed allowing the levy of an ad valorem tax on real property within school districts by a majority vote. **Vetoed; 1991.**

AB 1603 (Eastin) - Streamlined the state building aid program, allowing school districts to self-certify their own construction projects, as specified, instead of going through the State Allocation Board for approval. **Chapter 846; Statutes of 1991.**

SB 2262 (Torres) - Prohibited school construction on any past or present hazardous or solid waste site. **Chapter 1602; Statutes of 1990.**

SB 77 (L. Greene) - Permits "fast tracking" of a district's building projects under specified circumstances. **Chapter 1404; Statutes of 1989.**

AB 47 (Bader) - Authorized eligible school districts or a combination of districts to use developer fees to acquire leased portable classroom facilities. **Chapter 667; Statutes of 1989.**

AB 181 (Campbell) - Cleaned up school facilities issues unresolved from 1986 facilities package, including definition of "habitable space," and allowed land value to count towards meeting local match requirement. **Chapter 1209; Statutes of 1989.**

AB 1650 (Isenberg) - Prohibits the State Allocation Board from approving the lease of portable classrooms by school districts unless they have first completed a feasibility study on year-round multi-track education programs. Gives first funding priority to school district projects that demonstrate the use of such programEstablished a five-year demonstration project for a year-round educational program known as the Orchard Plan in the elementary schools. **Chapter 1246; Statutes of 1987.**

AB 1700 (Roos) - Provided an incentive for school districts to build multilevel schools. **Chapter 1154; Statutes of 1987**.

SB 327 (L. Greene) - Made numerous provisions relating to school construction program eligibility; square footage allowances; use of portables, relocatables and emergency classrooms, enrollment projections; year-round school, etc. Increased existing square footage allowances for schools and also authorized a study of the application process for state building aid. **Chapter 725; Statutes of 1986.**

AB 2926 (Stirling) - Authorized school districts to levy developer fees on their own for school construction. **Chapter 887; Statutes of 1986.**

ACA 55 (Cortese) - Allowed school districts contingent on two-thirds approval of local voters, to issue local general obligation bonds and to increase the property tax above the one percent limit established by Proposition 13, in order to pay the debt on those bonds. **State Resolution Chapter 142; Statutes of 1984.** [Passed by statewide voters, June 1986, as Propositoin 46.]

SB 740 (Torres) - Required the State Allocation Board to establish a priority system for the allocation of funds for reconstruction or modernization of existing school facilities. **Chapter 698; Statutes of 1983.**

SB 811 (L. Greene) - Changed the rate at which the State Allocation Board may lease relocatable facilities to child care agencies from the prevailing rental rate to a rate based on the intensity of use, the location, and the cost of the facility. The bill authorized the board to require districts and county offices of education to explore cooperative use of facilities with adjacent districts before the board approves new school building projects. **Chapter 1254; Statutes of 1983.**

State General Obligation Bonds

SB 34 (L. Greene) - Enacted the 1992 School Facilities Bond Act that authorized $900 million in general obligation bonds; allowed up to $300 million for reconstruction or modernization of facilities. **Chapter 117; Statutes of 1992**. [Passed by statewide voters, November 1992, as Proposition 155.]

AB 880 (Eastin) - Authorized sale of $1.9 billion in general obligation bonds, for construction of school facilities. **Chapter 12; Statutes of 1992.** [Passed by statewide voters, June 1992, as Proposition 152.]

SB 173 (L. Greene) - Authorized sale of $800 million in general obligation bonds for construction of school facilities. **Chapter 24; Statutes of 1990.** [Passed by statewide voters, June 1990, as Proposition 123.]

AB 236 (Clute) - Authorized sale of $800 million in general obligation bonds for construction of school facilities. **Chapter 578; Statutes of 1990**. [Passed by statewide voters, November 1990, as Proposition 146.]

SB 22 (Bergeson) - Authorized sale of $800 million in general obligation bonds for construction of school facilities. **Chapter 42; Statutes of 1988.** [Passed by statewide voters, November 1988, as Proposition 79.]

AB 48 (O'Connell) - Authorized sale of $800 million in general obligation bonds for construction of school facilities. **Chapter 25; Statutes of 1988.** [Passed by statewide voters, June 1988, as Proposition 75.]

AB 4245 (Hughes) - Authorized sale of $800 million in general obligation bonds for construction of school facilities. **Chapter 423; Statutes of 1986.** [Passed by statewide voters, June 1986, as Proposition 53.]

SB 125 (L. Greene) - Approved a bond act for the November 1984 election to authorize the issuance of $450 million in state general obligation bonds for school construction and rehabilitation. **Chapter 375; Statutes of 1984.** [Passed by statewide voters, November 1984, as Proposition 26.]

FINANCE

SB 1 (Hart) - Would have authorized school districts, with approval from a majority of local voters, to impose "qualified general taxes" for general purposes of the school district. The current law requires a two-thirds vote for approval of local "qualified special taxes" and is silent about whether local districts can levy general purpose taxes. SB 1 was similar to SB 177 (Hart) which was vetoed by the Governor in 1992. SB 1 attempted to meet the Governor's concerns as stated in his veto at SB 177. **Vetoed; 1993.**

AB 1290 (Isenberg) - Changed the process for distributing redevelopment funds among local government agencies, including school districts. **Chapter 942; Statutes of 1993.**

SB 177 (Hart) - Would have authorized school districts, with approval from a majority of local voters, to impose "qualified general taxes" for general purposes of the school district. The current law requires a two-thirds vote for approval of local "qualified special taxes" and is silent about whether local districts can levy general purpose taxes. **Vetoed; 1992.**

SB 976 (Hart) - Would have appropriated new funds to California schools -- higher education institutions and school districts -- for instructional purposes. These one-time revenues would have resulted from the settlement of an antitrust lawsuit involving four major oil companies. **Vetoed; 1991.**

AB 17X (W. Brown) - Authorized counties to establish local Public Finance Authorities to finance public education. Funds allocated to public schools must be distributed on the basis of average daily attendance. **Chapter 13; Statutes of 1991.** First extraordinary session.

SB 482 (Marks) - Authorized the San Francisco Educational Financing Authority to impose a transactions and use tax at a rate of 0.25% upon approval by a two-thirds vote of the board of directors and the approval of a majority of the local voters, to provide financial assistance to school districts within the City and County of San Francisco. **Chapter 369; Statutes of 1991.**

AB 1637 (W. Brown) - Would have authorized creation of local education financing authorities within counties that could increase sales taxes by a quarter cent, upon majority voter approval, for use by local schools. **Vetoed; 1991.**

SB 88 (Garamendi) - Implemented voter-approved measures requiring a minimum level of funding for schools and community college districts. **Chapter 60; Statutes of 1990.**

SB 98 (Hart) - Implemented Proposition 98, the Classroom Instructional Improvement and Accountability Act of 1988, providing funding for K-14 education for 1988-89. **Chapter 82; Statutes of 1989.**

AB 198 (O'Connell) - Implemented Proposition 98, the Classroom Instructional Improvement and Accountability Act of 1988, providing funding for K-14 education for 1989-90. These measures were companion measures. **Chapter 83; Statutes of 1989.**

SCA 1 (Garamendi) - Amended the State Constitution relative to provisions of Proposition 98. These amendments made Proposition 98 more sensitive to the state's fiscal conditions by reducing its draw on state funds when state general fund revenues are low. This measure incorporated a legislative/executive compromise relative to amending the Gann spending limit and guaranteed funding under Proposition 98. **Resolution Chapter 66; 1989.** [Approved by voters, June 1990, as Proposition 111.]

AB 370 (Hannigan) - Clarified Proposition 98 funding guarantee for child care funding. **Chapter 1394; Statutes of 1989**.

SB 1128 (Hart) - Would have provided the full second-year funding for SB 813 (1983) which approximated a cost of living adjustment of 6 percent for local school districts. **Vetoed; 1984.**

FINANCIAL ACCOUNTABILITY

SB 1677 (Presley) - Enacted improvements to school district budgeting standards, practices and processes to assure greater fiscal accountability. **Chapter 1462; Statutes of 1988.**

SB 1996 (Hart) - Increased the responsibility of county offices of education and independent auditors for school districts that could not meet their financial obligations. **Chapter 962; Statutes of 1992.**

AB 2506 (Eastin) - Made a number of changes to the review process of a school district's budget, including requiring that notice of the hearing to adopt a school district's budget must be posted at least 72 hours in advance. **Chapter 232; Statutes of 1992.**

AB 1200 (Eastin) - Improved the review and adoption of budgets and purchasing processes of school districts and county offices of education. Made other changes to improve the financial and management reporting for districts and emergency loan apportionments districts and county offices. **Chapter 1213; Statutes of 1991**.

SB 280 (Hart) - Required the legislative analyst to review reporting and monitoring of school district allocations and the proportion spent on administrative costs; required statewide averages to be calculated for teachers, school site principals, and district superintendents by size and type of district; required each district to report its own salaries as part of accountability report card requirements of Proposition 98. **Chapter 1463; Statutes of 1989.**

SB 1563 (Hart) - Established standards for independent study programs; reduced, over a two-year period, funding for independent study for students older than 21, as well as for some 19- and 20-year-olds. **Chapter 1089; Statutes of 1989.**

AB 62 (Murray) - Expands the list of interventions made by county offices of education in school districts which are in financial trouble. These new requirements build on the fiscal accountability requirements enacted by AB 1200 (1991). **Vetoed; 1993.**

GOVERNANCE

SB 856 (Dills) - Would have limited the duties of the State Board of Education to those duties expressly granted by the state constitution and state statute and makes the board advisory to the superintendent of public instruction on all other matters. The intent of the bill was to overturn two Court of Appeal decisions that limited the duties of the superintendent of public instruction, an elected official, and granted greater authority to the State Board of Education, composed of appointed officials. **Vetoed; 1993.**

SB 1154 (Bergeson) - Prohibited employees of a school district or community college district from serving on the district's board. **Chapter 1065; Statutes of 1991.**

AB 1002 (Chacon) - Would have required large school districts with a substantial percentage of ethnic minority students to elect their governing boards (school boards) by single-member trustee areas instead of at-large. The bill did not apply to districts with governing boards elected pursuant to a city or county charter. **Vetoed; 1991.**

AB 2226 (Bates) - Would have required school districts with one or more high schools to appoint one nonvoting student representative to the school board. **Vetoed; 1991.**

SB 2357 (Ellis) - Created a 13-member commission to study the feasibility of increased consolidation of school districts and to make recommendations to the Governor and Legislature by January 1990. **Chapter 1229; Statutes of 1988.**

HEALTH

AB 3352 (Gotch) - Required the State Board of Education to restrict criteria for the issuance of waivers for free or reduced price meals during summer school sessions. Encouraged schools and other public agencies to participate in the federal Summer Food Service Program for Children. **Chapter 948; Statutes of 1992.**

AB 3732 (Lee) - Initiated a coalition of public agencies, including the state Department of Education, to develop a plan to improve the delivery and provision of meals to needy children year-round. **Chapter 1078; Statutes of 1992.**

SB 668 (Russell) - Required the superintendent of public instruction to develop a staff training program to help children exposed to drugs and alcohol. **Chapter 914; Statutes of 1991.**

AB 1650 (Hansen) - Established a school-based Early Mental Health Intervention and Prevention Services grant program to be administered by the state Department of Mental Health for kindergarten through 3rd grade pupils. **Chapter 757; Statutes of 1991.**

AB 2109 (Speier) - Set nutrition guidelines for food and beverages in public schools. **Chapter 614; Statutes of 1989.**

SB 2394 (Russell) - Required all public schools that teach sex education and discuss sexual intercourse to emphasize that abstinence from sexual intercourse is the only 100% effective protection against unwanted teen pregnancy, sexually transmitted diseases and sexually transmitted AIDS. **Chapter 1337; Statutes of 1988.**

INSTRUCTIONAL MATERIALS AND TEXTBOOKS

AB 3537 (Eastin) - Contingent upon voter approval of ACA 48, would have established a system whereby local governing boards, instead of the State Board of Education, could have adopted textbooks for use in their schools and purchased these texts with State Instructional Materials Funds. School districts would have been allowed to adopt only texts that were consistent with the state's curriculum frameworks and that conformed to all statutory requirements. **Vetoed; 1992.**

SB 51 (Seymour) - Appropriated $20 million to the State Instructional Materials Fund to make up for a shortfall in that fund. **Chapter 1470; Statutes of 1985.**

INTEGRATED SERVICES

SB 620 (Presley) - Created the Healthy Start Support Services Program to provide grants to school districts and county offices of education for health and other support services that are comprehensive, integrated and school-linked for children and their families. Grants are targeted to schools with high proportions of economically disadvantaged and limited English proficient students. **Chapter 759; Statutes of 1991**. [Clarified by SB 928 (Presley), Chapter 157; Statutes of 1992.]

AB 831 (Bates) - Would have established Neighborhood Family Services pilot projects to coordinate educational, health, welfare and law enforcement services at the community level. **Vetoed; 1991.**

LIBRARIES

SB 566 (Roberti) - Would have allowed public libraries to establish assessment districts for purposes of levying annual assessments to support public libraries in California. Was intended to provide new financing options for local public libraries which were heavily affected by the shift of property tax revenues from local government to school districts, as enacted in the 1993-94 state budget. **Vetoed; 1993.**

AB 323 (Eastin) - Created the California Public School Library Protection Act to provide need-based grants to local school districts for purchase of library materials. This new program was funded through an income tax check-off established by SB 170 (Craven) and administered by the state Department of Education. Required school districts to develop a library improvement plan and budget. **Chapter 1212; Statues of 1993.**

SB 181 (Keene) - Created the California Library and Construction Bond Act. **Chapter 49; Statutes of 1988.**

LITERACY

AB 3381 (Baker) - Established the California Library Literacy Service as a public library services program designed to reduce adult illiteracy by providing English language instruction to adults and youths who are not enrolled in school. **Chapter 1095; Statutes of 1990.**

SB 773 (Campbell) - Would have appropriated $3.188 million to the state librarian to expand a new adult literacy program into the work force and community. **Vetoed; 1989.**

SB 482 (Roberti) - Established the Families for Literacy Program within the California State Library to provide coordinated literacy and pre-literacy services for families that include illiterate adults and young children. Established a children's librarian within the State Library. **Chapter 1359; Statutes of 1987.**

SB 1630 (Torres) - Would have established the English Language Skills and Literacy Volunteer Program, a statewide adult education pilot program to instruct adults with limited English speaking and reading skills. This measure would have appropriated $1.1 million in 1986-87 and $2.2 million in 1987-88 for this program. **Vetoed; 1986.**

MISCELLANEOUS CATEGORICAL PROGRAMS

SB 2084 (Beverly) - Would have established statutory formulas for the Urban Impact Aid, Meade Aid and Small School District Transportation Aid apportionments. **Vetoed; 1988.**

AB 1783 (Hughes) - Would have extended the sunset dates on six categorical education programs: Economic Impact Aid, Miller-Unruh Reading, Native American Indian Education, School Improvement Program, Gifted and Talented Education, and Special Education. **Vetoed; 1988.**

SB 1416 (Beverly) - Would have provided $86.8 million to school districts to fully fund Urban Impact Aid and Meade Aid. **Chapter 1137; Statutes of 1987.**

SB 279 (Keene) - Appropriated $106.7 million to restore funds for Urban Impact Aid, Small Schools Transportation Aid, and Meade General Aid that were deleted by the Governor from the 1986-87 budget. **Chapter 891; Statutes of 1986.**

PARENT EDUCATION

AB 1264 (Martinez) - Required institutions of higher education that prepare teachers, administrators, school counselors and other school personnel to include parent involvement training in their curriculum. **Chapter 767; Statutes of 1993.**

SB 183 (Morgan) - Would have established the Pilot Projects in Parenting Skills program. **Vetoed; 1992.**

SB 1307 (Watson) - Required schools with seventh and eighth grades to provide one-semester courses in parenting skills beginning in 1994-95; allowed community colleges to offer non-credit, fee-supported courses in parenting. **Chapter 1355; Statutes of 1992.**

AB 57 (Vasconcellos) - Would have established the Parents as Teachers pilot program, based on a Missouri program, to demonstrate the development of parenting skills as evidenced by improvements in children's intellectual, language, and social development. Was intended to improve knowledge and skills of parents in early intervention, child development, and child rearing practices. [AB 4443 (Vasconcellos), a similar bill, was vetoed in 1988.] **Vetoed; 1989.**

AB 1077 (M. Waters) - Would have appropriated $400,000 to fund parent involvement programs; required a parent involvement program as a condition for receiving state Economic Impact Aid or School Improvement Program funds if the district received federal Chapter 1 funds for disadvantaged students. **Vetoed; 1989.**

SB 2203 (Watson) - This bill expanded enrollment in adult education courses to permit any minor, regardless of age, who is pregnant or is actively raising one or more of his or her children, to attend any adult education course in parenting. **Chapter 1192; Statutes of 1986.**

RESTRUCTURING

SB 1448 (Hart) - Authorized the creation of 100 publicly funded "charter schools" with approval of local school boards and the State Board of Education. The schools are to be organized by groups of teachers or parents and operated independently of many existing regulations covering schools in order to allow maximum flexibility in improving educational outcomes. They operate as innovative nonsectarian entities and cannot charge tuition. **Chapter 781; Statutes of 1992.**

AB 1263 (Eastin) - Would have required all school districts by the year 2002 to decentralize decision-making by permitting decisions on most school issues to be made at the school site. **Vetoed; 1992.**

AB 2585 (Eastin) - Would have authorized creation of "charter schools" established by a team of qualified experts to operate independently of many existing regulations covering schools with the aim of improving educational outcomes. Similar to SB 1448 (Hart), but with a stronger role for teachers. **Vetoed; 1992.**

SB 1274 (Hart) - Appropriated funding for demonstrations of education restructuring in elementary and secondary schools in California. SB 1274 awarded restructuring grants to 141 schools that designed new approaches to educating students at their school sites. **Chapter 1556; Statutes of 1990.**

SAFETY

SB 1130 (Roberti) - Increased the criminal penalties for acts of assault against school employees committed in the course of their duties. The bill also authorized a county board of education to enroll expelled students in community schools, not only court schools, and thereby ensure another alternative school setting is available for these students. **Chapter 1257; Statutes of 1993.**

SB 1198 (Hart) - Strengthened regulations governing suspension and expulsion of students carrying guns, knives or explosives on campus. Instead of expulsion, students could be referred to another school site which could accommodate the student's needs. **Chapter 1256; Statutes of 1993.**

AB 342 (Boland) - Strengthened regulations governing suspension and expulsion of students carrying guns, knives or explosives on campus. Students could be referred to county community schools instead of being expelled. **Chapter 1255; Statutes of 1993.**

AB 1299 (Lee) - Would have created a program to reduce hate violence in California schools. The bill required the State Board of Education, in consultation with the advisory committee, to adopt policies, curriculum frameworks, education curricula and staff development programs to reduce school violence and promote harmony. Established a privately funded California Schools Human Rights Advisory Committee to develop recommendations to the State Board. **Vetoed; 1993.**

AB 1714 (Umberg) - Allowed school officials to require a student to perform community services, such as graffiti clean-up, on school grounds during nonschool hours as alternative disciplinary action. Community service could not exceed 10 hours total or more than 2 hours per day. Such community service would not apply when student suspension or expulsion is required. **Chapter 212; Statutes of 1993.**

SB 1561 (Watson) - Required health instruction in public schools to cover the importance of prenatal care and a discussion of violence as a public-health issue. **Chapter 1065; Statutes of 1992.**

SB 1930 (Hart) - Permitted a student to be suspended or expelled for engaging in sexual harassment. **Chapter 909; Statutes of 1992.**

AB 678 (Boland) - Required a school to suspend immediately any pupil found with a firearm. **Chapter 16; Statutes of 1992.**

AB 2755 (Lee) - Would have established an advisory committee to provide a comprehensive plan to prevent and respond to hate violence in California schools, and to track and report hate violence. **Vetoed; 1992.**

AB 2777 (Archie-Hudson) - Prohibited weapons within a zone around schools and other places where youngsters congregate. **Chapter 750; Statutes of 1992.**

AB 2900 (Archie-Hudson) - Required educational institutions to post a written policy on sexual harassment, setting forth rules and procedures for reporting charges of sexual harassment, and disciplinary actions that may be taken by the institution. The policy must also state where to obtain rules for reporting sexual harassment and available remedies. **Chapter 906; Statutes of 1992.**

AB 3257 (Horcher) - Increased the parental liability up to $10,000 for willful misconduct of a minor that results in injury or death to a pupil or school employee. **Chapter 445; Statutes of 1992.**

AB 3779 (Costa) - Required the Department of Justice to review and interpret criminal-record summaries of prospective private-school employees received from the federal Bureau of Investigation and to notify private schools of convictions and arrests. **Chapter 1060; Statutes of 1992.**

SB 377 (Thompson) - Allowed the district attorney to notify a student's superintendent of schools when a youth is charged with felonious assault, homicide or rape. **Chapter 1202; Statutes of 1991.**

AB 857 (Allen) - Expanded the definition of "sex offenses" to include "sexual battery" for purposes of disciplinary action against public elementary and secondary school employees and requires school districts to place certificated employees charged with sexual battery on compulsory leave of absence. **Chapter 570; Statutes of 1991.**

AB 1716 (Nolan) - Required the Office of Criminal Justice Planning and Department of Education to develop a model gang violence suppression and substance abuse prevention curriculum for grades two four, and six. **Chapter 267; Statutes of 1990.**

SB 1546 (Roberti) - Required victims of specified sexual assaults or physical abuse to be informed within three days of any information in student records regarding disciplinary action and results of any appeal in connection with the assault. **Chapter 593; Statutes of 1989.**

SCHOOL CHOICE

AB 1114 (Alpert) - Established open enrollment policies for students within public school districts. School districts must adapt rules and regulations establishing a policy to allow parents to choose among schools in their district as a condition of receiving state education funding. **Chapter 161; Statutes of 1993.**

AB 19 (Quackenbush) - Allowed open enrollment for students among school districts. Students can enroll in a district outside their district of residence if that district opts to participate in this open enrollment program. The bill "capped" the number of students who could leave a district. **Chapter 160; Statutes of 1993.**

AB 2071 (Allen and Hughes) - Allowed elementary school students to attend school in the school district in which their parents or guardians work. Encouraged school districts to consider the child care needs of their students when entering into interdistrict attendance agreements. **Chapter 172; Statutes of 1986.** [AB 287 (Allen) in 1992 extended these interdistrict attendance agreements to students through high school.]

SPECIAL EDUCATION

SB 807 (McCorquodale) - Modified the exit criteria for individuals with disabilities who turn age 22 during the school year. **Chapter 1361; Statutes of 1992.**

AB 2773 (Farr) - Made numerous changes to special education involving pupils with disabilities to conform state law to federal law and court decisions. The bill also clarified state law regarding services for pupils with Attention Deficit Disorder and changed due process for parents and local agencies. **Chapter 1360; Statutes of 1992.**

AB 3783 (Farr) - Required school districts to apply to the superintendent of public instruction for a waiver before making special education placements in out-of-state, nonpublic schools. The bill also specified that, if the state participates in the federal program of assistance for handicapped children, the pupils enrolled in nonpublic schools would be deemed enrolled in state-supported institutions for the purpose of claiming federal funding. **Chapter 1061; Statutes of 1992.**

SB 806 (McCorquodale) - Required the superintendent of public instruction to publish a report that profiles model school programs for the successful integration of special education pupils, including severely handicapped pupils, into regular school programs. The bill also required the superintendent to report to the Legislature on the extent to which special education pupils are integrated into regular education classrooms. **Chapter 997; Statutes of 1991.**

AB 2586 (Hughes) - Established new guidelines governing the use of behavioral interventions with disabled students and prohibited the use of any aversive intervention against students. **Chapter 959; Statutes of 1991.**

AB 3072 (Eastin) - Required the legislative analyst to conduct a study, or contract for a study, by December 1, 1991, to determine, among other things, whether individuals with exceptional needs are receiving occupational and physical therapy deemed necessary by the individualized education program, and which state and local agencies were most appropriate to provide the therapy. **Chapter 1203; Statutes of 1990.**

AB 3451 (Hannigan) - Changed conditions for termination of state participation in a federally funded special education program for preschool children with non-severe handicaps. **Chapter 184; Statutes of 1990.**

AB 823 (Bader) - Changed Average Daily Attendance (ADA) calculation for county-operated special education programs to provide incentive funding for increasing length of school day and year. **Chapter 838; Statutes of 1989.**

AB 51 (O'Connell) - Allowed a course in American Sign Language to satisfy the foreign language course required for high school graduation. **Chapter 256; Statutes of 1987.**

AB 2666 (Hannigan) - Provided for California's participation in the new federal Handicapped Preschool Grant Program. **Chapter 311; Statutes of 1987.**

AB 3246 (Papan) - Changed special education laws governing early education for individuals with disabilities. **Chapter 1296; Statutes of 1986.**

AB 3632 (W. Brown) - Made the state Department of Health Services and the state Department of Mental Health responsible for providing occupational and physical therapy and mental health services, respectively, if such services were deemed necessary in a child's individualized educational program. **Chapter 1747; Statutes of 1984.**

STUDENT ASSESSMENT

SB 662 (Hart) - Created an improved statewide student assessment program for K-12 students. This new system, known as the California Learning Assessment System (CLAS), replaced the old California Assessment Program (CAP), which operated until 1990. The new system produced more performance-based assessments, aligned assessments more with state curriculum frameworks, and provided individual student scores to be used by parents and teachers. **Chapter 760; Statutes of 1991.**

TEACHER TRAINING & CREDENTIALING

AB 1161 (Quackenbush) - Established an alternative teacher certification program for public schools targeted to early retirees from both the military and industry. The program leads to a permanent teaching credential and involves individuals with a bachelor's degree and work experience who plan to teach in their work-related field. Created a new class of teaching interns in school districts with the goal of relieving teaching shortages in areas of the state. **Chapter 1147; Statutes of 1993.**

AB 2179 (Eastin) - Would have established the Teacher Diversity Recruitment and Training Program of 1993 to recruit ethnic minority individuals into programs leading to a teaching credential. **Vetoed; 1993.**

SB 1422 (Bergeson) - Established the California Beginning Teacher Support and Assessment Program and clarified existing law as it related to minimum requirements for a teaching credential. **Chapter 1245; Statutes of 1992.**

SB 215 (Craven) - Permitted teachers with credentials for "self-contained classrooms" to teach any subject in kindergarten through eighth grade, provided they are assessed at the local level and determined to be competent in the subject area. **Chapter 1064; Statutes of 1991.**

SB 1636 (Roberti) - Enacted the California School Paraprofessional Teacher Training Act as a pilot program for large school districts to provide a career ladder for noncertificated employees of a school district who wish to become teachers. **Chapter 1444; Statutes of 1990.** [Expanded by SB 862 (Roberti), Chapter 1220; Statutes of 1991.]

AB 981 (Lempert) - Authorized the Commission on Teacher Credentialing to develop a comprehensive teacher supply and demand reporting system to provide assistance to teachers and school districts in filling teaching vacancies to provide the state with a much-needed research base. The bill also authorizes the commission to review the teacher candidate recruitment efforts currently undertaken by colleges and universities. **Chapter 1459; Statutes of 1990.**

AB 2943 (Clute) - Made several credentialing changes, including allowing multiple-subject credentialed teachers with supplementary authorizations to teach single subjects in grades 9 and below. **Chapter 341; Statutes of 1990.**

AB 2985 (Quackenbush) - Authorized the Commission on Teacher Credentialing to undertake a review of current and proposed alternative routes to certification and report back to the Legislature. **Chapter 1464; Statutes of 1990.**

SB 1368 (Watson) - Required the Commission on Teacher Credentialing to review and study assignment practices in the elementary and middle grades. It also: (1) authorized teachers to teach in departmentalized settings in grades K-8 if they have completed specified course work in the subject(s) they will teach; and (2) authorized team-teaching and the regrouping of pupils across classrooms. **Chapter 728; Statutes of 1989.**

AB 2304 (Clute) - Made several reforms in the Commission on Teacher Credentialing professional standards process and gave the commission more flexibility in revising requirements for special education credentials, while providing assurance that pupils with specific handicapping conditions are taught by teachers whose preparation and credential authorization are specifically related to that handicapping condition. **Chapter 388; Statutes of 1989.**

SB 148 (Bergeson) - Enacted the Teacher Credentialing Law of 1988. Amended the membership of the Commission on Teacher Credentialing (CTC), including making the superintendent of public instruction a voting member; amended and expanded the powers and duties of the CTC; repealed the Ryan Act; required a two-stage teacher credentialing process consisting of a preliminary credential and a clear credential; and established a one-year teacher residency program of training and testing required for a clear credential. **Chapter 1355; Statutes of 1988.**

SB 1677 (Presley) - Enacted a comprehensive education reform and funding package containing provisions to improve the training, support and credentialing of new teachers; and to recruit high caliber individuals into the teaching profession and increase teacher salaries. **Chapter 1462; Statutes of 1988.**

SB 1882 (Morgan) - Enacted major staff development program improvements for teachers to strengthen subject matter knowledge, instruction and support by establishing state subject matter projects, resource agencies, and local professional development programs. **Chapter 1362; Statutes of 1988.**

SB 435 (Watson) - Required school districts, district and county superintendents, and the Commission on Teacher Credentialing (CTC) to regularly report on the subject matter assignments of teachers, and authorizes the CTC to establish reasonable sanctions for the misassignment of credential holders; also made various changes in the ways teachers are authorized to teach particular subjects. **Chapter 1376; Statutes of 1987.**

SB 1208 (Hart) - Encouraged individuals, through financial aid and loan repayment assistance, to enter into the teaching profession in designated subject matter areas and in schools serving large populations of students from low-income families. Directed postsecondary institutions to make special efforts to publicize the loan repayment program among students from populations that are underrepresented in the teaching profession. **Chapter 1483; Statutes of 1985.**

SB 813 (Hart) - Enacted a comprehensive educational reform package including measures to strengthen the teaching profession through a mentor teaching program, increase teacher salaries, and require renewable teaching credentials instead of life credentials. **Chapter 498; Statutes of 1983.**

SB 1225 (Hart) - Required applicants for teacher training programs to take a proficiency test. Exempted various individuals from the basic skills requirements of new instructional aides as they apply to substitute, temporary or probationary employees. **Chapter 536; Statutes of 1983.**

WORK FORCE TRAINING

AB 198 (W. Brown) - Added an additional category to the school accountability report card established under Proposition 98 by requiring schools to assess the degree to which students are prepared to enter the workforce. Directed the Superintendent of Public Instruction to work with business and labor in the development of this condition for the statewide model report card. **Chapter 1031; Statutes of 1993.**

AB 949 (Eastin) - Would have allowed the Employment Training Panel to spend up to $6 million to establish occupational academies in public schools. **Vetoed; 1992.**

SB 646 (Dills) - Would have created the California Work Force Education and Skills Training Commission to develop a master plan for work force education and skills training for non-college-bound youth and adults. **Vetoed; 1991.**

VOCATIONAL EDUCATION

SB 44 (Morgan) - Clarified law regarding the California Partnership Academies Program established in the mid-1980s by expanding the number of planning grants which can be issued by the superintendent of public instruction and opened up the eligibility for high school students. **Chapter 574; Statutes of 1993.**

SB 1947 (Seymour) - Clarified and reinforced current law which required the state Department of Education to develop model curriculum standards for vocational education, including "alternative means" for meeting graduation requirements. **Chapter 1105; Statutes of 1990.**

SB 302 (Seymour) - Would have provided fiscal incentives to school districts for improving their vocational education programs. **Vetoed; 1989.**

SB 605 (Morgan) - Expanded the Peninsula Academies Model Program to establish new academies known as Partnership Academies. These new academies provide career training in many fields for educationally disadvantaged high school students. **Chapter 1405; Statutes of 1987.**

AB 1412 (Statham) - Would have appropriated $2.2 million to establish new adult education programs in districts which do not currently operate such programs. The bill would have required districts establishing new programs to give priority to serving welfare recipients in the GAIN programs and providing English as a Second Language instruction. **Vetoed; 1987.**

AB 257 (Johnston) - Restructured the California Advisory Council on Vocational Education to meet requirements of the Federal Vocational Education Act; revised the composition of the council to remove legislative members and reduce governor appointees from 19 to 13, but required that the governor appoint members from business and labor and six individuals from secondary and post-secondary institutions. **Chapter 164; Statutes of 1985.**

AB 3104 (Naylor and Sher) - Created the Peninsula Academies Model Program as a youth employment program for educationally disadvantaged high school students who present a risk for dropping out of school. This measure provided funds for up to 10 academies modeled after the Peninsula Academies operated in the high technology fields by Sequoia Union High School District. **Chapter 1568; Statutes of 1984.**

AB 3333 (Johnston) - Specified that no pupil shall be eligible for a Regional Occupational Centers/Programs (ROC/P) program until the age of 16, except under specified circumstances. Appropriated funding for various programs including $800,000 for seismological tests at a state school in Fremont. **Chapter 1073; Statutes of 1984.**

ACR 93 (Bergeson) - Requested the State Board and the state Department of Education to develop vocational education standards that are consistent with the new graduation requirements, and requested that an advisory board be established to determine whether vocational education students' needs are being met and whether they are affected by the new graduation requirements and curriculum standards. **Chapter 22; Statutes of 1984.**

OTHER

AB 9 (Hughes) - Established the School Performance Criteria Task Force to determine a process for identifying and improving at-risk schools; also reenacted the law designating the Day of the Teacher and encouraging, not requiring, its observance. **Chapter 832; Statutes of 1988.**

SB 171 (Watson) - Established a new program to improve schools identified as "low achieving" through special assistance to help in program improvement. **Chapter 1335; Statutes of 1992.**

SB 1114 (Leonard) - Created the Office of Academic Volunteer and Mentor Services to assist students from kindergarten through high school. **Chapter 901; Statutes of 1992.**

SB 954 (Torres) - Would have required the Department of Education to study the feasibility of establishing a comprehensive pupil information system. **Vetoed; 1991.**

AB 2689 (O'Connell) - Would have made the opportunity to register to vote, for students 18 and older, part of the course requirement for American government and civic classes. **Vetoed; 1990.**

SB 2802 (Hart) - Would have prohibited a person under the age of 18 from being issued a driver's license unless the applicant had a high school diploma, a General Education Certificate, or a certificate of proficiency. An individual could still have received a license, lacking any of the above, if he or she was making satisfactory academic progress, conformed to school attendance policy or was not expelled from school for specified reasons. **Vetoed; 1988.**

AB 2813 (W. Brown) - Required that pupils in grades 7-12 maintain satisfactory educational progress in order to participate in extracurricular activities. **Chapter 422; Statutes of 1986.**

APPENDIX C

List of Major California Education Studies and Reports, 1983 - Present

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List of Major California Education Studies and Reports, 1983-Present

State Department of Education Task Force Reports

Caught In the Middle: Educational Reform for Young Adolescents in California Public Schools, California State Department of Education, Sacramento, California, 1987.*

Here They Come: Ready or Not, Report of the School Readiness Task Force, California Department of Education, Sacramento, California, 1988.*

It's Elementary! Elementary Grades Task Force Report, California Department of Education, Sacramento, California, 1992.*

Second to None: A Vision of the New California High School, California High School Task Force, California Department of Education, Sacramento, California, 1992.*

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Who Will Teach Our Children? A Strategy for Improving California's Schools, The Report of the California Commission on the Teaching Profession, Sacramento, California, November 1985.*

Report and Recommendations of the California Commission on School Governance and Management, Commission on School Governance and Management, Sacramento, California, May 1985

Staff Development in California: Public and Personal Investments, Program Patterns, and Policy Choices, Far West Labratory for Educational Research and Policy Analysis for California Education (PACE), Berkeley, California, December 1987.

Agenda for the Twenty-First Century: A Blueprint for K-12 Education, California Department of Education, Sacramento, California, November 1987.

Return to Greatness: Strategies for Powerful Improvements in Our Schools, Recommendations from the Commission on Public School Administration and Leadership, Association of California School Administrators, Sacramento, California, 1988.*

Restructuring California Education, A Design for Public Education for the Twenty-First Century, Recommendations to the California Business Roundtable, Berman, Weiler Associates, Berkeley, California, 1988.*

Report to the Governor, California Commission on Educational Quality, Sacramento, California, June 1988.*

A Plan to Improve California's Lowest Performing Schools, Report of the Task Force on Schools with Underachieving Students, Senate Committee on Education, June 1988.*

K-12 Education in California: A Look at Some Policy Issues, Little Hoover Commission, Sacramento, California, February 1990.

Every Student Succeeds: A California Initiative to Ensure Success for Students At-Risk, California Department of Education, Sacramento, California, 1990.

California Education Summit: Meeting the Challenge, The Schools Respond, California Department of Education, Sacramento, California, February 1990.*

Conditions of Education in California 1990, Policy Analysis for California Education, Berkeley, California, April 1991.

School Restructuring in California, The 1991-92 Budget: Perspectives and Issues, Office of the Legislative Analyst, Sacramento, California, February 1991.

Costs and Casualties of K-12 Education in California, Little Hoover Commission, Sacramento, California, June 1991.

Cutting Through the Red Tape, Meeting the Needs of California's Children, Joint Task Force on Youth Policy (California School Boards Association, League of California Cities, California State Association of Counties), Sacramento, California, December, 1992.

California's Jobs and Future, Council on California Competitiveness (Ueberroth Report), California, April 23, 1992.*

Conditions of Education in California 1991, Policy Analysis for California Education, Berkeley, California, May 1992.

Conditions of Education in California 1992-93, Policy Analysis for California Education, Berkeley, California, November 1993.

Rediscovering Education: Creating Schools for the 21st Century, A Program Developed by the Teachers of California, California Teachers Association, Sacramento, California, February 1994.

The Unfinished Journey: Restructuring Schools in a Diverse Society, California Tomorrow, San Francisco, California, 1994.

California Public Education, 1983-1994, California Department of Education, Sacramento, California, 1994.

California Education Summit: Summary and Conclusions, Willie L. Brown, Jr., Speaker, California State Assembly, Sacramento, California, May 1994.

Work Force Education and Training Programs

California's Workforce for the Year 2000: Improving Productivity by Expanding Opportunities for the Education and Training of Underserved Youth and Adults, Report of the California Workforce Literacy Task Force, Sacramento, California, November 1990.*

A Study of California's Delivery System for Workforce Education and Skills Training, Prepared for Senator Ralph C. Dills and Senator David Roberti, Sacramento, California, 1993.*

Mobilizing for Competitiveness, Linking Education and Training to Jobs, A Call for Action from the California Business Roundtable, BW Associates, January 1994.

School-to-Work Transition, Improving High School Career Programs, Legislative Analyst's Office, Sacramento, California, February 1994.

School Choice

Analysis of the Parental Choice in Education Initiative, California Senate Office of Research, Sacramento, California, July 1993.

Adult Learners

Invisible Citizenship: Adult Illiteracy in California, California Senate Office of Research, Sacramento, California, March 1986.

Adult Literacy in California, Results of the State Adult Literacy Survey, Educational Testing Service, New Jersey, (Soon to be released)

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Second Language Learning by Young Children, Child Development Programs Advisory Committee, Sacramento, California, October 1985.

Bilingual Education: Learning English in California, California Assembly Office of Research, Sacramento, California, June 1986.

Remedying the Shortage of Teachers for Limited-English- Proficient Students, Report to the Superintendent from the Task Force on Selected LEP Issues, California Department of Education, Sacramento, California, 1991.*

Meeting the Challenge of Language Diversity, An Evaluation of Programs for Pupils with Limited Proficiency in English, Berman, Weiler Associates, Berkeley, California, February 1992.*

A Chance to Succeed: Providing English Learners with Supportive Education, Little Hoover Commission, Sacramento, California, July 1993.

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Excellence for Whom?, A Report from the Planning Committee for The Achievement Council, Oakland, California, 1984.

Unfinished Business: Fulfilling Our Children's Promises, A Report from the Achievement Council, Oakland, California, May 1988.

Crossing the Schoolhouse Border, Immigrant Students and the California Public Schools, California Tomorrow, San Francisco, California, 1988.

Educating Minority Students in California, Descriptive Analysis and Policy Implications, California Assembly Office of Research, April 1990.

Reshaping Teacher Education in the Southwest: A Response to the Needs of Latino Students and Teachers, The Tomas Rivera Center, Claremont, California, 1993.

African Americans Speak Out On Public Education, A Community Assessment, The Black American Political Association of California & The Committee To Protect the Rights of Minorities, 1994.

Students with Disabilities

Alternative Programs and Strategies for Serving Students with Learning Disabilities and Other Learning Problems, SRI International, Menlo Park, California, March 1989.*

The California Strategic Plan for Special Education: Ours for Tomorrow, California Department of Education, Special Education Division, 1991.

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Dropping Out, Losing Out: The High Cost for California, California Assembly Office of Research, Sacramento, California, 1985.

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Caring for Tomorrow: A Local Government Guide to Child Care, California Assembly Office of Research, Sacramento, California, 1988.

Caring for the Future: Meeting California's Child Care Challenges, Child Care Law Center, San Francisco, California, 1992.

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Planning A Family Policy for California, First Year Report of the Joint Select Task Force on the Changing Family, Sacramento, California, 1989.*

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Improving the Effectiveness of Categorical Education Programs: A Strategic Plan, California Department of Education, Sacramento, California, 1988.

Reform of Categorical Education Programs: Principles and Recommendations, Legislative Analyst's Office, Sacramento, California, April 1993.

Improving School Improvement: A Policy Evaluation of the California School Improvement Programs, Berman, Weiler Associates, Berkeley, California, 1983.*

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Mom, Dad,...I'm Pregnant, California Senate Office of Research, Sacramento, California, 1984.

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Adolescent Pregnancy and Parenting In California, A Strategic Plan for Action, Center Institute for Health Policy Studies, University of California, San Francisco, 1988.*

The Problems of Teenage Pregnancy and Parenting--Options for the Legislature, Legislative Analyst's Office, Sacramento, California, 1988.

Pregnancy and Parenting Minors and California Schools, Policy Analysis for California Education, Berkeley, California, 1989 (Revised).

Educational Technology

California Master Plan for Educational Technology, California Planning Commission for Educational Technology, Sacramento, California, 1992.*

School Facilities

No Room for Johnny, A New Approach to the School Facilities Crisis, Little Hoover Commission, Sacramento, California, June, 1992.

Other State Reports

Toward a State of Esteem, The Final Report of the California Task Force to Promote Self-Esteem and Personal and Social Responsibility, Sacramento, California, 1990.*

Putting the Pieces Together: A Status Report on Integrated Child and Family Services, Assembly Office of Research, Sacramento, California, February 1993.

Other State Resource Reports

California K-12 Report Card, Legislative Analyst's Office, Sacramento, California, February 1994.

California Public Education: A Decade After a Nation at Risk, California Department of Education. Sacramento, California, 1993.

Conditions of Education in California, Policy Analysis for California Education, Berkeley, California, 1989, 1990 and 1991.

Conditions of Children in California, Policy Analysis for California Education, Berkeley, California, 1989.

* Indicates commissioned or legislatively requested report or study.

APPENDIX D

Comparison of the Recommendations of Selected California Education Studies and Reports

APPENDIX D

Comparison of Recommendations of Selected Comprehensive School Reform Reports and Plans*

1. School Restructuring/Reform

1994 California Education Summit ①	PACE Plan ②	Honig's Education Summit ③	Restructuring California Education ④
Create clusters of categorical programs to give greater flexibility to schools and districts in meeting local needs. Move the Commission on Teacher Credentialing back to the Department of Education in order to assure that teacher training is aligned with curriculum and assessment policies. Maintain a separate rule-making commission appointed by the SPI, rather than the Governor, and independent of the State Board of Education. Deregulate teacher credentialing: move to a licensing system based entirely on an assessment of demonstrated teaching ability, subject matter knowledge, and professional knowledge rather than units and course requirements. Require that collective bargaining agreements explicitly spell out how the staff at school sites can exempt themselves from certain contract provisions. Define the issues that are subject to school site variation. Provide incentives and training for increased effective parental involvement in local school programs, including parental involvement in school-site decision making.	Restore control to local schools districts and move away from state control. Expand parental choice options within the public school system. Break up school bureaucracies - some school districts and schools are too large. Make the school the primary unit for management and begin directing funds to school sites.	Focus restructuring efforts on students, with districts and schools developing a clear vision of what is takes to improve student performance. Engage in long-range strategic planning. Involve teachers in restructuring, providing them time to focus their skills, knowledge, and expertise on the task of delivering a rich, thinking curriculum successfully to diverse students. Increase service orientation, flexibility, and accountability, and relax rules and regulations that impede schools' efforts to organize to improve student performance. Coordinate educational programs, especially categorical programs, providing programmatic flexibility where schools and districts demonstrate high levels of student achievement.	Establish school autonomy and empower parents, teachers, principals: • Provide schools with discretionary budget funding and authority. • Involve parents, community members and teachers in school governance. • Expand teacher responsibilities and promote team approaches to instructional management. Expand and focus schooling: • Establish primary schooling for all students (ages 4-6). • Focus and consolidate elementary and secondary education on core academics (ages 7-16). • Institute a post-10 student option of specialized education (ages 17-18). Support parental choice of expanded school options.

Reports used in this appendix:

① *California Education Summit: Summary and Conclusions,* Willie L. Brown, Jr., Speaker, California State Assembly, Sacramento, California, May 1994.

② *"A PACE Plan for Californias' Schools", Conditions of Education in California 1990,* Policy Analysis for California Education, Berkeley, California, April 1991.

③ *California Education Summit: Meeting the Challenge, The Schools Respond,* California Department of Education, Sacramento, California, February 1990.

④ *Restructuring California Education, A Design for Public Education for the Twenty-First Century,* Recommendations to the California Business Roundtable, Berman, Weiler Associates, Berkeley, California, 1988.

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2. Educational Goals/Standards/Assessment/Accountability

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Specify that the school is the basic locus of accountability. On an interim or pilot basis adopt specific outcome standards for students at certain grade levels. The standards should: Use multiple measures, including but not limited to, CLAS test scores, other measures of academic achievement such as grades or portfolio assessments, work force readiness, dropout rates, advanced placement tests, and UC eligibility. Be multi-dimensional, reflecting: (1) absolute performance levels, (2) performance relative to similar schools or districts, (3) improvements in performance, and (4) reduction in performance gaps among sub-populations. Include both measures of pupil achievement and the performance of the school as an institution (e.g., dropout rates, attendance rates, or rates of suspensions and expulsions). On an interim or pilot basis adopt specific rewards, assistance, and consequences for schools for meeting or failing to meet the standards. Rewards should include monetary incentives for meeting or making progress toward state standards, as in the "Cash for CAP" program from SB 813. Consequences should include assistance and intervention as prescribed in current law.	Move away from reforms which further regulate or encumber schools and move toward reforms which include planning and measurements of outcomes. Set up Governor's Task Force on California Education made up of state's citizens to identify the major school goals for the year 2000. Provide information to public on how schools are meeting these goals.	Develop more comprehensive incentive systems to recognize top performance and significant growth, as well as to identify chronic low performance. Eliminate multiple-choice tests in favor of performance-based assessment, in which students are called upon to write, make oral presentations, and solve real-world problems. Develop and use powerful end-of-course examinations, like the Golden State Exam, which drive improvements in school curricula. Improve assessment and develop performance standards to get a clear picture of what students know and can do and to set targets for student performance. Modify assessment practices, focusing on the new thinking, problem-solving curriculum.	Establish accountability-based on performance and choice: • Set student performance goals, institute statewide exit tests, and deregulate schooling. • Strengthen school performance reports and intervene in failing schools. • Support parental choice of expanded school options.

3. School Finance

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Adopt a policy that California will reach at least the national average expenditure per pupil by the 1999-2000 fiscal year (5 years, commencing in 1995-96). Provide 50% of this additional funding from state sources and 50% from local sources. Adopt a policy that this additional funding will be general purpose (non-categorical.) Continue the current statutory attempts to enact majority vote local revenue authority for school districts or other appropriate jurisdictions (e.g. counties). In the event statutory enactment is unsuccessful, or is precluded by the courts (as in the recent Flowers decision), propose a constitutional amendment authorizing the legislature to permit school districts, or other appropriate jurisdictions, to levy general purpose taxes, including ad valorem taxes, by either a vote of the governing body or a local majority vote, as prescribed by law, provided the jurisdiction adopts the structural reform elements identified below. Adopt a multi-year, triggered tax increase(s) to provide the state's 50% based on revenues needed to fund Prop 98 plus about $100 per ADA, compared to available state revenues. (See Educational Technology recommendations.)	Permit local communities to approve local taxes for construction or instruction by simple majority vote. Devise "power equalizing" system to ensure fairness.		

4. Teaching

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Teaching should be an attractive career: • Make teaching a full-time, year round job. • Increase teacher compensation to be competitive with other professions. • Expand efforts to recruit qualified minority candidates into the teaching profession. • Teaching is a craft and requires time, professional development, and collaboration with peers to develop expertise. • Give all beginning teachers frequent assistance and support in at least the first two years of employment by making the New Teacher Project permanent and statewide. • Pay for (the currently 8) staff development days outside the regular instructional year. • Extend the probationary period to 3 years, but maintain some relationship between dismissal pf probationary teachers and their evaluations. • Provide all teachers paid time during the school day for planning and collaboration with peers. • Create opportunities for professional career advancement for teachers to develop teacher leadership and to encourage teachers to improve their skills and remain in the teaching profession. • Provide training, both in-service and pre-service, for teachers and administrators to effectively assume greater school site decision making responsibilities. Also provide improved training for teachers and administrators in dealing with increasingly diverse student and parent populations.	Continue and expand successful staff and development programs for teachers.	Expand teacher recruitment to target minority individuals, encourage mid-career entrance into teaching, and provide incentives to keep outstanding teachers in the profession. Improve teacher preparation by enhancing field experience prior to credentialing and upgrading the status of teacher preparation within higher education. Improve teacher induction, retention, and assessment by creating an organized systematic, statewide process to support new teachers and assess their competencies. Improve staff development for local school fiscal officers, concentrating on development of fiscal policy teams and involving information technology. Enhance professional development, extending the contracted school year by at least 15 days so that teachers have the time and structure in which to think, plan, and collaborate with their colleagues. Restructure the teaching profession, broadening the teacher's role to include peer coaching and mentoring, as well as developing and utilizing teacher-leaders to help implement reforms.	Strengthen the teaching profession: • Establish multi-tiered teaching system with higher salary rates. • Upgrade process of becoming a teacher. • Assure continuing high professional standards. Capitalize on diversity: • Build school capacity to provide English language acquisition. • Assure foreign language proficiency for all children. • Establish critical and minority teacher shortage program.

Teaching continued.... • As professionals, teachers should play a significant role in maintaining the quality of the teaching force. • Require teachers (especially mentor or board certified teachers) to participate in hiring, tenure, evaluation, and dismissal decisions for their peers. • Evaluation of certified staff should be fair and meaningful. • Enforce the evaluation requirements of the Stull act, with sanctions on administrators or boards, if necessary. • Tie the Stull act "standards of expected pupil progress at each grade and in each area of study" to the statewide accountability standards adopted above, rather than local standards as currently required. • Tie teacher problem areas identified in Stull act (or other) evaluations to the SB 813 continuing education requirements. • Institute peer evaluation of principals. • Expand the requirement that school districts meet and confer with teachers at a school site on any issues not within the scope of collective bargaining, including but not limited to curriculum, student evaluation, instructional materials, discipline, and staff development issues. • Expedite due process by requiring that disputed teacher dismissals be submitted directly to speedy binding arbitration, rather than the current commission on teacher competence process. • Require that collective bargaining agreements explicitly spell out how the staff at school sites can exempt themselves from certain contract provisions. Define the issues that are subject to school site variation.			

5. **Curriculum/Instructional Strategies**

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
		Provide all students a rigorous, sophisticated core curriculum to obtain necessary skills, knowledge, and values to maximize their options after graduation. Increase the number of students who enroll in and earn a bachelor's degree from four-year colleges and universities to 25% of those students who initially enter high school. Increase the number of students who enroll in, and receive an associate degree from a community college to at least 25% of the students who initially enter high school. Increase the number of students who transition to work with skills that enable success to 40% of the students who enter high school. Reduce the number of entering high school students who drop out from the current 22% to under 10%.	Expand and focus schooling: • Establish primary schooling for all students (ages 4-6). • Focus and consolidate elementary and secondary education on core academics (ages 7-16). • Institute a post-10 student option of specialized education (ages 17-18).

6. Educational Technology/Instructional Support

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Use the PUC rate structure to finance the information exchange infrastructure for public education (K-12, UC, CSU, CCC) and to leverage additional federal technology funds. Place an educational technology bond before the statewide voters. Change the school construction standards to permit new school facilities to accommodate technology. Require that school districts which participate in state technology funding describe how they will use technology to improve the instruction and learning of pupils, improve teaching, or improve the management and operation of the school.	Establish California Center for Educational Technology, involving state lower and higher education system to lead planning and funding of technology in the classroom and school operations.	Improve local financial management decision-making by expanding the use of information technology, reducing the paperwork burden, and sharing data concerning resource allocation choices. Develop better instructional materials to reflect the best thinking in each discipline.	Modernize instruction: • Redirect staff development to advance implementation of effective practices. • Enable all schools to integrate technology into instruction and management. • Promote adoption of flexible educational programs.

7. Access/Diversity/Student Support

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Assure that all students have access to a rigorous core curriculum.		Expand teacher recruitment to target minority individuals, encourage mid-career entrance into teaching, and provide incentives to keep outstanding teachers in the profession.	Capitalize on diversity: • Build school capacity to provide English language acquisition. • Assure foreign language proficiency for all children. • Establish critical and minority teacher shortage program.

8. Parental/Community Empowerment

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Provide incentives and training for increased effective parental involvement in local school programs, including parental involvement in school-site decision making.	Expand parental choice options within the public school system.	Involve parents and provide support for the home to help break the cycle of poverty and dependency. Enhance community collaboration and delivery of comprehensive services, focusing on schools as the hub of services and using mandates, rewards, or penalties to motivate participation.	Establish school autonomy and empower parents, teachers, principals: • Provide schools with discretionary budget funding and authority. • Involve parents, community members and teachers in school governance. • Expand teacher responsibilities and promote team approaches to instructional management.

9. Health/Social Services

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Expand the Healthy Start program to better coordinate children's services on school sites. Establish a statewide commission to develop a Master Plan for Children's Services.	Design coordinated system for providing health, social and other non-educational services to school children using the school site as the center for service delivery.	Prevent students from becoming at-risk through prenatal care, parenting education, early intervention for infants at risk, preschool programs, and before- and after-school child care. Involve parents and provide support for the home to help break the cycle of poverty and dependency. Enhance community collaboration and delivery of comprehensive services, focusing on schools as the hub of services and using mandates, rewards, or penalties to motivate participation. Coordinate educational programs, especially categorical programs, providing programmatic flexibility where schools and districts demonstrate high levels of student achievement.	

10. Early Childhood Education

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
	Create system to ensure all 4-year-olds in California can attend preschool.	(See Health/Social Services recommendations.)	Establish primary schooling for all students (ages 4-6).

11. Workforce Education and Training

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Embrace those initiatives that are consistent with the principles suggested by the Legislative Analyst in her recent report: (1) emphasize local control, (2) coordinate disparate funding sources, (3) emphasize content and performance rather than seat time and process, (4) reinforce the link to business. Expand Partnership Academies by $15 million over the next three years under the current competitive grant process administered by the Department of Education as the primary vehicle for developing the integration of academic and vocational education.		Increase the number of students who transition to work with skills that enable success to 40% of the students who enter high school.	Institute a post-10 student option of specialized education (ages 17-18).

12. Adult Education

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
		Decrease adult illiteracy by 5% per year for each of the next 10 years, so that the illiterate adult population can compete in the work place, understand and function in our democracy, and enrich the quality of their lives. Forge a bold partnership among key providers and those who need literacy skills to meet future challenges, coordinating regionally all public and private sector resources to meet priority needs. Provide adequate resources to reduce adult illiteracy, removing current funding restrictions and encouraging the infusion of private sector resources. Demand federal recognition and support because the level of adult literacy in the United States is a national crisis.	

13. School Safety

1994 California Education Summit	PACE Plan	Honig's Education Summit	Restructuring California Education
Reinstate the school crime report to identify where the problems are. Standardize the measurements and definitions to assure comparability among districts. Include comparable statistics for the community within which the school is located. Expand conflict resolution and peer mediation type programs in the schools. Provide metal detectors and police presence on and around schools, where necessary. Change the expulsion law to maintain district responsibility for the education of "expelled" students. Create and fund alternative programs for problem youth. Permit districts to contract with county offices for these alternative programs. Expand after school programs to keep youth busy and as safe havens. Require a formal relationship between local park and recreation districts (or county or city departments) and school districts.			

* **Note:** This chart provides a brief overview or snapshot of the education recommendations presented in several school reform reports and plans. For comparison purposes, these recommendations are described briefly and may lack important contextual and technical detail. For more information, excerpts from these and other education reports and studies are available in Volume II of this briefing book. However, for a full text of these recommendations, the actual reports (listed above) should be consulted.

APPENDIX E

The Public View of Education in California -- Recent California Education Polls

APPENDIX E

The Public View of Education in California, as Evidenced in Recent California Education Polls

A. **"Californians' Attitudes Toward Education and School Vouchers,"** Policy Analysis for California Education (PACE), Berkeley, California, September 30, 1993.

B. **"A Digest on How the California Public Views the Public Schools,"** California Opinion Index, The Field Institute, December 1992.

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POLICY ANALYSIS FOR CALIFORNIA EDUCATION

PACE

CALIFORNIANS' ATTITUDES TOWARD EDUCATION AND SCHOOL VOUCHERS

September 30, 1993

I. BACKGROUND

To help Californians and policymakers gain a better understanding of what the public thinks about education and school vouchers, PACE earlier this month conducted a poll of more than 1,400 adult Californians (including an oversample of more than 500 African-Americans, Hispanics, and Asians).

The poll provides a comprehensive snapshot of public opinion that can help voters, parents, taxpayers, educators, and policymakers understand more about potential new directions for improving education. Conducted for PACE by Penn & Schoen Associates from September 4-18, the poll attempts to understand the landscape for change in education policy among the general public. PACE explored what Californians want in their schools, their readiness to change and willingness to move in new directions, and underlying attitudes toward education and vouchers that could affect future policy decisions. The poll examines:

- where education stands as a public priority;
- satisfaction with public and private schools;
- attitudes toward vouchers in general and Proposition 174 in particular;
- public acceptance of possible trade-offs Proposition 174 could trigger;
- differences and similarities of Californians by race, socio-economic status, religion, region, etc.

PACE is an independent, non-partisan think tank based at the University of California-Berkeley and Stanford. PACE seeks to help the public and decisionmakers understand more about the implications of public policy actions in order to better inform their decisionmaking.

II. MAJOR FINDINGS

1. Education is a High Priority in California and the Public Believes Schools Must Be Overhauled

- Californians rate education just below the economy and crime as the most important problem facing the state.

- Californians express substantial dissatisfaction with public schools:

  - ◊ Virtually all citizens (87 percent) believe public schools should be changed and a majority of Californians (61 percent) would like to see a major overhaul. Some 72 percent of African-Americans would like to see a major overhaul compared with 58 percent of Hispanics, 57 percent of Asians and 63 percent of whites.

  - ◊ Nearly three-fourths (73 percent) believe California student achievement ranks somewhere in the middle or at the bottom among the 50 states. Only 13 percent of citizens believe California students perform at the same level as the highest achieving students nationwide.

  - ◊ Seven in ten (71 percent) Californians believe private and parochial schools are better than public schools, and 39 percent say private and parochial schools are much better than public schools. These views are shared in roughly the same percentages among all racial and ethnic groups.

  - ◊ A solid majority of Californians (63 percent) grade their local private/parochial school "A" or "B" compared to only 34 percent who would give high marks to public schools. Meanwhile 21 percent would give public schools a "D" or "F" grade compared with only 2 percent who would give low marks to private schools.

  - ◊ African-Americans are more likely to give their local public schools low marks than are other racial and ethnic groups. Twenty-two percent of whites would give their schools a "D" or "F" compared to some 29 percent of African-Americans, 18 percent of Hispanics, and 13 percent of Asians.

- What does the public want from their public schools? They want a safe learning environment for their children, high quality teaching and curricula, smaller class sizes, and more instruction focused on "values."

- To make schools better, more than one half (56 percent) of Californians would be willing to spend more money for teacher training and nearly half (43 percent) would be willing to spend more for smaller classes. But few Californians would be willing to pay more for a longer school year (10 percent). A majority of Californians (53 percent) say they do not believe teachers are paid enough.

2. The Public is Receptive to Vouchers as a Concept

- By a margin of two to one, Californians support the concept of school vouchers. Sixty-three percent of Californians are in favor of the concept, while 33 percent oppose the idea.

- If given an option between a state policy that guarantees a choice only among all public schools or among both public and private schools, three-fourths (75 percent) of Californians prefer a school choice plan that includes private schools.

- Support for the voucher concept cuts across demographic, ideological and political lines. Certain groups support or oppose the concept with greater intensity than others. For example:

    ◊ Republicans are more likely to support the concept (70 percent) than are independents (59 percent) or Democrats (57 percent). Self-described conservatives support the voucher concept (71 percent) more than self-described liberals (53 percent).

    ◊ Support is greatest among Californians in an age group likely to have children living at home. About seven in ten (70 percent) 25- to 34-year-olds strongly favor a voucher system. Better than two-thirds (68 percent) of those 35 to 49 years old, and 53 percent of 50 to 64-year olds favor vouchers.

    ◊ Senior citizens are split on the voucher concept (47 to 45 percent)

    ◊ African-Americans (32 percent) and Hispanics (28 percent) are more likely to oppose the concept than are Asians (26 percent).

- Most Californians (59 percent) say vouchers will expand options for children. However, about one in three (32 percent) say vouchers will primarily help those who already have children in private school. This question strongly divides those favorable to vouchers from those who are not. Around three quarters of those who favor vouchers say such a system will give children choices they do not now have. Sixty-five percent of those who strongly oppose vouchers say it principally helps those with children in private schools. (NOTE: The fact that the public believes the plan provides options does not mean they believe this will result in a dramatic turnaround for disadvantaged students. Some 42 percent of Californians believe the underprivileged will benefit least from vouchers.)

- Despite their support for the concept, Californians have reservations about vouchers. A majority (51 percent) believe a voucher plan would mean students who need additional help will be left behind. Also, better than six in ten (62 percent) of Californians believe the initiative will raise the cost of education. More than half (54 percent) say vouchers will not save the state money. In addition, a majority of Californians (54 percent) agree or strongly agree that a voucher plan would allow many religious or belief groups to open schools dedicated to their teachings.

- The majority of Californians do not believe that a voucher plan would lead to discrimination in admissions or jeopardize the separation of church and state by providing state funds to parochial or religious schools. The public also rejects the notion that school vouchers would free public schools from the current dominance of special interest groups or reduce public school bureaucracy.

3. Californians Are Strong Minded About What They Want in a Voucher Plan

- Californians believe that if the state helps finance private schools, those schools should be required to meet state regulations. For example:
  - ◊ The vast majority (87 percent) believe that under a voucher plan, private schools should be required to meet state academic, fiscal, and safety requirements.
  - ◊ More than 8 out of 10 Californians (82 percent) believe that under a voucher plan, both public and private schools should be required to provide additional support for students with special needs.
  - ◊ Nearly three-fourths (74 percent) say voucher schools should be required to publish test scores.
  - ◊ A majority (60 percent) say if a voucher plan is adopted, voucher schools should be required to hire certified teachers.
  - ◊ Two-thirds (67 percent) want the state to "cap" the amount of tuition participating private schools can charge.

- A majority of Californians (55 percent) say a voucher plan should be tested in a few school districts before full state-wide implementation. Some Californians (25 percent) believe it should be implemented only in areas where schools are failing. Californians believe parents (70 percent)--not taxpayers--should be responsible for providing extra costs for transportation. The public is somewhat divided on the fairest way to ensure access to voucher schools--whether to allow schools to set their own admissions standards (35 percent), or offer spaces on a lottery (28 percent) or first come first served basis (21 percent).

- Californians do not want to see public school funding reduced if a voucher system is adopted. Fifty-six percent say they would oppose a voucher system if public school funding is reduced. Those who are somewhat favorable to a school voucher system oppose it if public school funding is cut (55 percent to 33 percent).

- Nearly two-thirds of parents (64 percent) say they would choose to send their child to the same school if the voucher initiative is approved. All racial and ethnic groups expressed roughly the same tendency to keep their children at the same school. However, of those parents who would keep their child enrolled in the same school, one in four (23 percent) would change schools if a voucher covered the full cost of tuition at private school. And 16 percent of those who say they would not change schools would send their child to a different school if the state picked up the tab for transportation.

III. METHODOLOGY

The attached results are from a poll of California residents taken September 4-18, 1993 by Penn & Schoen Associates, Inc., a national survey research firm based in Washington, D.C. and New York. Altogether the polling firm interviewed 1404 California residents, including an oversample of Hispanic, Asian, and African-American Interviews.

Respondents for the survey of 902 Californians as a whole were selected using a random-digit dial (RDD) procedure that ensures that every adult Californian over the age of 18 in a telephone household has a theoretically equal chance of being chosen to participate. Respondents for the oversample of Hispanics, Asians, and African-Americans were also selected using a random-digit dial (RDD) procedure. Telephone exchanges that were identified as having a high incidence of minorities were random-digit dialed while conducting the survey of California as a whole.

All interviews were conducted from our Computer-Aided Telephone Interviewing facilities in New York City. The overall results of the Primary survey are representative of the responses of all Californians to plus or minus 3.3 percentage points at the 95% confidence level. The oversample results of Hispanics, Asians, and African-Americans only have an overall margin of error of 3.8% at the 95% confidence level.

S U M M A R Y

PACE

Policy Analysis for California Education

Attitudes of Californians Towards Education and Vouchers

1. WHAT DO YOU SAY IS THE MOST IMPORTANT PROBLEM FACING CALIFORNIA THAT YOU WOULD LIKE THE STATE TO DO SOMETHING ABOUT?

Budget Deficit	5
Recession	3
Cut Taxes	4
Government Spending	1
Healthcare	2
Race Relations	0
Homelessness	1
Jobs	17
Economic Development	4
Housing	1
Improve Roads	0
Environment	2
Education	11
School Vouchers	1
Poverty	1
Reduce Welfare	1
Crime	17
Drugs	3
Abortion	0
AIDS	0
Politicians	1
Illegal Aliens	6
Other	16
Don't Know	2

2. WHICH OF THE FOLLOWING ISSUES SHOULD BE THE HIGHEST PRIORITY IN CALIFORNIA?

Education	40
Health Care	12
Economy	39
Environment	8
Don't Know	1

3. WHICH COMES CLOSER TO YOUR VIEW? THE CURRENT SYSTEM OF PUBLIC EDUCATION IN CALIFORNIA:

Provide Quality Education	9
With Minor Changes	25
A Major Overhaul	61
Don't know	4

4. (THOSE WHO WANT CHANGE ONLY) WHY DO YOU FEEL THIS WAY?

Quality Teaching	25
Class Size	14
Student Safety	3
Values/Religion	4
Parental Involvement	9
Discipline	12
Technology	2
Choice of Schools	2
Funding/Tuition	13
Job Preparation	5
College Preparation	4
Bureaucracy	9
Bilingual Education	2
Other	35

5. WHICH COMES CLOSER TO YOUR VIEW? THE QUALITY OF EDUCATION PROVIDED BY PRIVATE/PAROCHIAL SCHOOLS IN CALIFORNIA:

No Different	9
Better Than Public	39
Somewhat Better	32
Somewhat Worse	4
Much Worse	1
Don't Know	15

6. (THOSE WHO THINK PRIVATE SCHOOLS ARE BETTER ONLY) WHY DO YOU FEEL THIS WAY?

Quality Teaching	19
Class Size	17
Student Safety	2
Values/Religion	5
Parental Involvement	6
Discipline	17
Technology	1
Choice of Schools	1
Funding/Tuition	7
Job Preparation	4
College Preparation	4
Bureaucracy	2
Bilingual Education	0
Other	24

7. WHERE DO YOU GET MOST OF YOUR INFORMATION ABOUT SCHOOLS IN CALIFORNIA?

News Media	41
Children	18
Friends	16
Educators	15
Other	9
Don't Know	0

8. WHAT DO YOU THINK CALIFORNIA NOW SPENDS ANNUALLY ON AVERAGE PER STUDENT IN THE PUBLIC SCHOOLS?

<$1,000/Pupil	8
$1k - 2k	7
$2k - 3k	8
$3k - 4k	6
$4k - 5k	7
$5,000 +	13
Don't Know	51

9. HOW DOES CALIFORNIA COMPARE WITH OTHER STATES ON THE AMOUNT OF MONEY SPENT ON PUBLIC EDUCATION?

Among the Top	23
In the Middle	32
In the Bottom	20
Don't Know	24

10. HOW DOES CALIFORNIA COMPARE WITH OTHER STATES IN TERMS OF PUBLIC SCHOOL STUDENT ACHIEVEMENT?

Among the Top	13
In the Middle	46
In the Bottom	27
Don't Know	15

11. HOW MUCH DO YOU BELIEVE CALIFORNIA PUBLIC SCHOOL TEACHERS ARE PAID ANNUALLY, ON AVERAGE?

<$20k	5
$20k - $30k	35
$30k - $40k	36
$40k - $50k	6
$50,000 +	2
Don't Know	17

12. IS THIS FIGURE TOO LOW, TOO HIGH, OR ABOUT RIGHT?

Too Low	53
Too High	4
About Right	29
Don't Know	14

13. WHAT DO YOU THINK IS THE MAJOR SOURCE OF REVENUE FOR PUBLIC SCHOOLS IN CALIFORNIA?

Lottery Funds	6
Property Tax	45
Income/Sales Tax	30
Federal Grants	9
Don't Know	9

14. WHAT DO YOU THINK THE AVERAGE YEARLY TUITION IS FOR PAROCHIAL AND OTHER RELIGIOUS-AFFILIATE SCHOOLS IN CALIFORNIA

<$1,000/Pupil	4
$1k - 2k	15
$2k - 3k	14
$3k - 4k	7
$4k - 5k	4
$5,000 +	19
Don't Know	37

15. WHAT DO YOU THINK THE AVERAGE YEARLY TUITION IS FOR PRIVATE, INDEPENDENT SCHOOLS IN CALIFORNIA?

<$1,000/Pupil	3
$1k - 2k	10
$2k - 3k	9
$3k - 4k	9
$4k - 5k	19
$5,000 +	11
Don't Know	39

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3653 Tolman Hall, University of CA.
Berkeley, CA 94720

16. CHILDREN ARE OFTEN GIVEN THE GRADES A,B,C,D, AND F FOR FAIL TO DENOTE THE QUALITY OF THEIR WORK. WHAT GRADE WOULD YOU GIVE THE PUBLIC SCHOOLS IN THE COMMUNITY WHERE YOU LIVE -- A, B, C, D, OR F FOR FAIL?

A	5
B	29
C	39
D	16
Fail	5
Don't Know	5

17. WHAT GRADE WOULD YOU GIVE THE PRIVATE/PAROCHIAL SCHOOLS IN THE COMMUNITY WHERE YOU LIVE — A, B, C, D, OR FAIL?

A	17
B	46
C	11
D	2
Fail	0
Don't Know	24

18. TUITION COST. IS THAT A VERY IMPORTANT, SOMEWHAT IMPORTANT, NOT VERY IMPORTANT, OR NOT AT ALL IMPORTANT FACTOR IN CHOOSING WHERE TO ENROLL YOUR CHILD?

Very Important	45
Somewhat	38
Not Very	9
Not at All	4
Don't Know	3

19. CLOSE TO YOUR HOME

Very Important	48
Somewhat	38
Not Very	12
Not at All	3
Don't Know	1

20. THE SCHOOL IS SAFE

Very Important	93
Somewhat	5
Not Very	1
Not at All	0
Don't Know	0

21. RACIAL OR ETHNIC BACKGROUND OF STUDENTS ARE SIMILAR TO MY CHILD'S

Very Important	13
Somewhat	24
Not Very	34
Not at All	28
Don't Know	1

22. CLASS SIZE

Very Important	71
Somewhat	23
Not Very	4
Not at All	1
Don't Know	1

23. CURRICULUM OR THE COURSES OFFERED

Very Important	85
Somewhat	12
Not Very	2
Not at All	0
Don't Know	1

24. LEVEL OF TEACHER TRAINING OR LICENSING

Very Important	82
Somewhat	15
Not Very	2
Not at All	0
Don't Know	1

25. TEST SCORES OF STUDENTS WHO GO THERE

Very Important	47
Somewhat	36
Not Very	11
Not at All	4
Don't Know	2

26. SCHOOL HAS A GOOD REPUTATION

Very Important	64
Somewhat	29
Not Very	6
Not at All	1
Don't Know	1

27. VALUES THE SCHOOL TEACHES

Very Important	80
Somewhat	15
Not Very	2
Not at All	1
Don't Know	1

28. THE STUDENT POPULATION IS DIVERSE — MANY DIFFERENT ETHNIC GROUPS

Very Important	37
Somewhat	30
Not Very	20
Not at All	12
Don't Know	1

29. DISCIPLINE

Very Important	74
Somewhat	21
Not Very	4
Not at All	1
Don't Know	1

30. PARENTS INVOLVED IN DECISION-MAKING

Very Important	72
Somewhat	22
Not Very	4
Not at All	1
Don't Know	1

31. OF THE FACTORS WE JUST READ IN CHOOSING A SCHOOL, WHICH IS MOST IMPORTANT?

Tuition	2
Close to Home	3
School Safety	18
Homogeneous Students	2
Class Size	4
Curriculum	21
Teacher Training	20
Test Scores	2
Reputation	7
Teacher Values	8
Discipline	6
Decision Making	4
Don't Know	4

32. WHICH OF THE FOLLOWING WOULD YOU BE WILLING TO PAY MORE FOR?

Smaller Classes	43
Year Round Child Care	10
A Longer School Year	10
Better Teacher Training	56
None of Them	7

33. UNDER A VOUCHER SYSTEM, PARENTS WITH SCHOOL AGE CHILDREN RECEIVE A CREDIT OR VOUCHER FROM THE STATE. THEY CAN EITHER SEND THEIR CHILD TO ANY PUBLIC SCHOOL OR USE THE VOUCHER TO HELP PAY FOR THEIR CHILD'S EDUCATION AT A PRIVATE OR PAROCHIAL SCHOOL OF THEIR CHOICE.

Strongly Favor	32
Somewhat Favor	31
Somewhat Oppose	13
Strongly Oppose	20
Don't Know	5

34. IF CALIFORNIA HAD A SCHOOL VOUCHER PLAN, HOW MUCH FUNDING PER STUDENT SHOULD THE STATE PROVIDE TO SEND A CHILD TO THE SCHOOL OF THEIR PARENTS CHOICE?

< 1/4	9
About 1/3	12
About 1/2	24
About 3/4	8
All	20
No Funding	14
Don't Know	13

35. IF A SCHOOL VOUCHER PLAN MEANS PUBLIC SCHOOL FUNDING WILL BE REDUCED, DOES THAT MEAN YOU ARE MORE LIKELY TO SUPPORT A SCHOOL VOUCHER PLAN OR MORE LIKELY TO OPPOSE A SCHOOL VOUCHER PLAN?

Support	35
Oppose	56
Don't Know	9

36. THE SCHOOL VOUCHER PLAN WILL MAKE MOST PUBLIC AND PRIVATE SCHOOLS MORE EFFECTIVE.

Strongly Agree	26
Somewhat Agree	33
Somewhat Disagree	16
Strongly Disagree	21
Don't Know	5

37. A SCHOOL VOUCHER PLAN WILL JEOPARDIZE THE SEPARATION OF CHURCH AND STATE BY PROVIDING STATE FUNDS TO PAROCHIAL/RELIGIOUS SCHOOLS.

Strongly Agree	18
Somewhat Agree	18
Somewhat Disagree	28
Strongly Disagree	29
Don't Know	6

38. A SCHOOL VOUCHER PLAN WILL REDUCE THE BUREAUCRACY IN THE PUBLIC SCHOOLS.

Strongly Agree	16
Somewhat Agree	26
Somewhat Disagree	20
Strongly Disagree	29
Don't Know	9

39. A SCHOOL VOUCHER PLAN WILL MEAN DISCRIMINATION IN ADMISSIONS AGAINST SOME STUDENTS.

Strongly Agree	21
Somewhat Agree	21
Somewhat Disagree	24
Strongly Disagree	27
Don't Know	7

Continued on the next page

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40. A SCHOOL VOUCHER PLAN WILL MAKE IT POSSIBLE FOR PARENTS WITH LOW INCOMES TO SEND THEIR CHILDREN TO PRIVATE SCHOOLS

Strongly Agree	32
Somewhat Agree	33
Somewhat Disagree	14
Strongly Disagree	17
Don't Know	5

41. A SCHOOL VOUCHER PLAN WILL MEAN SOME STUDENTS WHO NEED ADDITIONAL HELP WILL BE LEFT BEHIND AS BETTER STUDENTS GO ELSEWHERE.

Strongly Agree	29
Somewhat Agree	22
Somewhat Disagree	21
Strongly Disagree	22
Don't Know	6

42. A SCHOOL VOUCHER PLAN WILL INCREASE THE OVERALL COSTS OF EDUCATION.

Strongly Agree	32
Somewhat Agree	30
Somewhat Disagree	15
Strongly Disagree	15
Don't Know	8

43. A SCHOOL VOUCHER PLAN WILL FREE PUBLIC SCHOOLS FROM THE CURRENT DOMINANCE OF SPECIAL INTERESTS

Strongly Agree	18
Somewhat Agree	23
Somewhat Disagree	24
Strongly Disagree	22
Don't Know	13

44. A SCHOOL VOUCHER PLAN WILL LEAD MANY RELIGIOUS OR BELIEF GROUPS, PERHAPS EVEN CULTS, TO OPEN SCHOOLS DEDICATED TO THEIR TEACHINGS.

Strongly Agree	23
Somewhat Agree	26
Somewhat Disagree	18
Strongly Disagree	21
Don't Know	8

45. A SCHOOL VOUCHER PLAN WILL SAVE TAXPAYER MONEY.

Strongly Agree	16
Somewhat Agree	19
Somewhat Disagree	24
Strongly Disagree	30
Don't Know	11

46. THERE IS A PROPOSED CALIFORNIA STATE CONSTITUTIONAL AMENDMENT ON THE BALLOT TO ENABLE PARENTS TO CHOOSE A CHILD'S SCHOOL BY PROVIDING A VOUCHER FOR EVERY SCHOOL AGE CHILD. THE AMOUNT OF THE VOUCHER WOULD BE EQUAL TO AT LEAST 50% OF THE AMOUNT SPENT PER PUPIL IN THE PUBLIC SCHOOLS.

Strongly Agree	28
Somewhat Agree	28
Somewhat Disagree	13
Strongly Disagree	26
Don't Know	5

47. IF A SCHOOL VOUCHER PLAN IS ADOPTED, SOME STUDENTS MAY TRAVEL FARTHER TO GET TO SCHOOLS OUTSIDE THEIR NEIGHBORHOODS. WHO DO YOU THINK SHOULD BE RESPONSIBLE FOR THESE ADDITIONAL TRANSPORTATION COSTS?

Parents	70
Taxpayers	11
Taxpayers, but Only for Poor Students	6
Other	9
Don't Know	3

48. IF A SCHOOL VOUCHER PLAN IS ADOPTED, SHOULD STUDENTS IN BOTH PUBLIC AND PRIVATE SCHOOLS WHO ARE DISABLED OR HAVE OTHER SPECIAL NEEDS GET ADDITIONAL HELP?

Yes	82
No	14
Don't Know	4

49. CURRENTLY PRIVATE SCHOOLS ARE NOT REQUIRED TO HIRE TEACHERS WHO ARE CERTIFIED BY THE STATE. PUBLIC SCHOOLS MUST. IF A VOUCHER PLAN IS ADOPTED, DO YOU THINK:

Hire Certified	60
Hire Not Certified	7
Certification Rules Stay	28
Don't Know	4

50. IF A VOUCHER PLAN IS ADOPTED, SHOULD THE STATE REQUIRE ALL SCHOOLS TO PUBLICIZE THEIR TEST SCORES TO HELP PARENTS CHOOSE SCHOOLS?

Yes	74
No	21
Don't Know	5

51. PUBLIC SCHOOLS MUST CURRENTLY COMPLY WITH MANY STATE AND FEDERAL REGULATIONS THAT PRIVATE SCHOOLS DO NOT. IF A VOUCHER PLAN PASSES, SHOULD PUBLIC SCHOOLS BE DEREGULATED TO MAKE THEM MORE LIKE PRIVATE SCHOOLS?

Yes	38
No	52
Don't Know	10

52. IF A VOUCHER PLAN PASSES, SHOULD PRIVATE SCHOOLS BE REQUIRED TO MEET STATE ACADEMIC, FISCAL, AND SAFETY REQUIREMENTS?

Yes	87
No	11
Don't Know	2

53. IF A VOUCHER PLAN IS ADOPTED, THERE MAY NOT BE ENOUGH ROOM FOR STUDENTS TO ATTEND CERTAIN PUBLIC AND PRIVATE SCHOOLS. WHAT IS THE FAIREST WAY TO PROVIDE ACCESS TO SCHOOLS THAT HAS MORE STUDENTS THAN SPACES?

Lottery	28
First Come, First Serve	21
Preferred Status	6
Own Admissions	35
Don't Know	10

54. SOME PEOPLE SAY THAT A VOUCHER SYSTEM WILL PRIMARILY HELP THOSE WHO ALREADY HAVE CHILDREN IN PRIVATE SCHOOLS. OTHER PEOPLE SAY THAT A VOUCHER SYSTEM WILL GIVE CHOICES TO THOSE WHO DO NOT NOW HAVE THEM. WHICH COMES CLOSER TO YOUR VIEW?

Children Helped	32
Voucher Choice	59
Don't Know	10

55. WHO DO YOU THINK WOULD BENEFIT LEAST FROM A SCHOOL VOUCHER PLAN — UNDERPRIVILEGED, MIDDLE CLASS, OR UPPER CLASS CHILDREN?

Underprivileged	42
Middle Class	16
Upper Class	30
All Children	4
No Children	2
Don't Know	6

56. IF A VOUCHER PLAN IS APPROVED, SHOULD IT BE:

Tested First	55
Effect All Over	15
Failing Areas	25
Don't Know	5

57. IF A SCHOOL VOUCHER PLAN IS ADOPTED, SHOULD THERE BE A MAXIMUM SET ON THE AMOUNT OF TUITION WHICH PARTICIPATING PRIVATE SCHOOLS CAN CHARGE?

Yes	67
No	26
Don't Know	6

58. ARE YOU A PARENT?

Yes	69
No	31

59. IF YES: WHAT ARE THE AGES OF YOUR CHILDREN?

0 - 5 Years Old	15
6 - 10 Years Old	17
11 - 16 Years Old	16
16 - 18 Years Old	9
19 or Older	34

60. IF YES: DO (OR DID) YOUR CHILDREN GO TO PUBLIC OR PRIVATE/PAROCHIAL SCHOOL?

Public	66
Private/Parochial	12
Both	13
Neither	1
Neither	7
Don't know	1

61. PARENTS ONLY: UNDER A SCHOOL CHOICE VOUCHER SYSTEM, DO YOU THINK YOU WOULD CHOOSE A DIFFERENT SCHOOL FOR YOUR CHILDREN OR WOULD YOU STILL GO TO THE SAME SCHOOL?

Same	64
Different	28
Don't Know	9

62. PARENTS ONLY: IF STILL GO TO SAME SCHOOL: IF THE STATE PAID FOR TRANSPORTATION TO YOUR SCHOOL OF CHOICE, WOULD YOU BE LIKELY TO CHANGE TO ANOTHER SCHOOL?

Yes	16
No	81
Don't Know	3

63. PARENTS ONLY: IF STILL GO TO SAME SCHOOL: IF THE VOUCHER AMOUNT COVERED THE FULL COST OF TUITION AT A PRIVATE SCHOOL, WOULD YOU BE LIKELY TO CHANGE TO ANOTHER SCHOOL?

Yes	23
No	69
Don't Know	8

64. WOULD YOU PREFER A STATE PROGRAM THAT PROVIDES PARENTS WITH CHOICE ONLY AMONG PUBLIC SCHOOLS OR A PROGRAM THAT PROVIDES PARENTS WITH CHOICE AMONG PUBLIC, PRIVATE, AND PAROCHIAL SCHOOLS?

Public Only	19
Public and Private	75
Don't Know	6

65. TAXPAYER SUPPORT FOR SCHOOLS HISTORICALLY HAS BEEN JUSTIFIED AS CONTRIBUTING TO A COMMON CULTURE. PUBLIC FUNDING OF PRIVATE SCHOOLS THROUGH THE USE OF VOUCHERS WILL:

Improve It	25
Harm It	17
Have No Effect	43
Don't Know	14

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66. ARE YOU REGISTERED TO VOTE IN CALIFORNIA?

Yes	88
No	11
Don't Know	1

67. HAVE YOU VOTED IN A RECENT SCHOOL BOARD ELECTION?

Yes	51
No	46
Don't Know	3

68. WHAT IS THE LAST LEVEL OF SCHOOL YOU COMPLETED?

Some High School	6
High School Graduate	24
Some College	28
College Grad	29
Post Graduate	12
Don't Know	1

69. DID YOU/DO YOU ATTEND PRIVATE OR PUBLIC SCHOOL?

Public	75
Private	9
Both	15
Don't Know	2

70. WHAT IS YOUR OCCUPATION?

High Level Pro.	9
Mid Level Professor	15
Executive	7
Sale	7
Other White Collar	8
Skilled Labor	10
Semi/Unskilled	5
Student	6
Housewife	9
Retired	14
Farming	0
Teacher	3
Other	7
Don't Know	1

71. ARE YOU, OR ANY MEMBER OF YOUR HOUSEHOLD, A PUBLIC EMPLOYEE? (IF YES:) IS THIS PERSON A MEMBER OF A UNION OR NOT?

Not Public Employee	75
Union	12
Not Union	12
Don't Know	1

72. DO YOU CONSIDER YOURSELF DEMOCRATIC, INDEPENDENT, OR REPUBLICAN?

Democratic	43
Independent	15
Republican	37
Don't Know	5

73. DO YOU CONSIDER YOURSELF TO BE LIBERAL, MODERATE, OR CONSERVATIVE?

Liberal	32
Moderate	26
Conservative	38
Don't Know	3

74. WHAT IS YOUR RELIGION?

Protestant	38
Catholic	28
Jewish	2
Mormon-L D S	2
Other	14
None	12
Don't Know	3

75. ARE YOU A BORN-AGAIN OR EVANGELICAL CHRISTIAN?

Yes	26
No	69
Don't Know	4

76. WHAT IS YOUR AGE?

18 - 24	12
25 - 34	23
35-49	32
50 - 64	18
65 +	14
Don't Know	1

77. DO YOU LIVE IN AN URBAN, SUBURBAN, OR RURAL AREA?

Urban	33
Suburban	46
Rural	18
Don't Know	4

78. IN ORDER TO MAKE SURE OUR STATISTICS ARE ACCURATE, COULD YOU PLEASE TELL ME YOUR RACE? WOULD YOU DESCRIBE YOURSELF AS:

Hispanic	13
Black	7
White	68
Asian	8
American Indian	1
Other	1
Don't Know	1

79. FOR STATISTICAL PURPOSES ONLY, WE NEED TO KNOW YOUR TOTAL FAMILY INCOME FOR 1982. WILL YOU PLEASE TELL ME WHICH OF THE FOLLOWING CATEGORIES BEST REPRESENTS YOUR TOTAL FAMILY INCOME?

< $10k	6
$10 - $20k	11
$20 - $50k	41
$50 - $75k	18
$75 - $100k	8
$100k +	6
Don't Know	10

80. HOW LONG HAVE YOU LIVED IN CALIFORNIA?

< 2 yrs	2
2 - 5	4
5 - 8	4
8 - 10	2
10 - 25	21
25 yrs +	39
All My Life	28

81. SEX

Male	48
Female	52

82. MEDIA MARKET

Eur Medf Chic	2
Scrm Stck Rno	10
San Fran	20
Salns Mntry	2
Bakersfield	8
Barb Mar SLO	2
L A	48
S.Diego Yuma	9

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PACE

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Attitudes of Specific Groups Towards Education and Vouchers

THE HIGHEST PRIORITY IN CALIFORNIA:

	Education	Health Care	Economy	Environment	Don't Know
VOUCHER SYSTEM					
Strongly Favor	39	11	43	6	1
Somewhat Favor	37	10	40	12	1
Somewhat Oppose	41	16	37	5	1
Strongly Oppose	43	15	34	7	1
AGE					
18 - 24	53	7	27	14	0
25 - 34	50	11	32	5	2
35 - 49	37	11	42	10	1
50 - 64	31	13	48	8	1
65 +	32	21	41	4	2
AREA					
Eur/Medf/Chic	19	22	39	21	0
Scrm/Stck/Rno	52	10	30	7	1
San Fran	38	12	42	7	1
Salins/Montry	43	23	23	7	4
Bakersfield	30	14	36	7	4
Barb/Mar/SLO	55	2	22	21	0
L.A.	41	10	39	8	1
S Diego/Yuma	29	17	46	6	3
INCOME					
<$10K	48	22	2	8	0
$10 - $20k	41	18	29	9	3
$20 - $50k	38	13	39	9	2
$50 - $75k	46	7	40	7	0
$75 - $100k	40	10	41	7	2
$100k +	24	4	64	8	0
*RACE					
Hispanic	50	15	25	9	2
African-American	55	14	27	3	2
White	37	12	42	8	1
Asian	37	12	39	10	2
SEX					
Male	35	9	43	11	2
Female	45	15	35	5	1

THE CURRENT SYSTEM OF PUBLIC EDUCATION IN CALIFORNIA:

	Provides An Equal Education	Needs Minor Changes	Needs A Major Overhaul	Don't Know
VOUCHER SYSTEM				
Strongly Favor	8	18	70	4
Somewhat Favor	8	31	59	3
Somewhat Oppose	11	30	54	5
Strongly Oppose	10	31	56	3
AGE				
18 - 24	14	38	46	1
25 - 34	8	33	54	5
35 - 49	11	27	58	3
50 - 64	4	17	76	3
65 +	7	16	70	7
AREA				
Eur/Medf/Chic	12	22	66	0
Scrm/Stck/Rno	11	26	61	2
San Fran	12	27	57	4
Salins/Montry	9	20	63	8
Bakersfield	6	30	57	7
Barb/Mar/SLO	5	31	64	0
L.A	8	25	64	3
S.Diego/Yuma	8	32	55	5
INCOME				
<$10K	19	17	58	7
$10 - $20k	9	26	63	2
$20 - $50k	7	26	64	3
$50 - $75k	8	31	56	4
$75 - $100k	8	28	62	2
$100k +	7	25	68	2
*RACE				
Hispanic	12	26	58	3
African-American	7	18	72	3
White	8	26	63	3
Asian	11	24	57	7
SEX				
Male	10	25	62	2
Female	8	27	60	5

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* Results for African-Americans, Hispanics and Asians were derived from an oversample

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THE QUALITY OF EDUCATION PROVIDED BY PRIVATE/PAROCHIAL SCHOOLS IN CALIFORNIA

	No Different	Better than Public	Somewhat Better	Somewhat Worse	Much Worse	Don't Know
VOUCHER SYSTEM						
Strongly Favor	5	61	25	1	1	7
Somewhat Favor	8	35	41	3	0	12
Somewhat Oppose	10	21	33	7	2	28
Strongly Oppose	15	24	29	8	4	21
AGE						
18 - 24	8	30	37	5	2	17
25 - 34	11	40	34	3	2	11
35 - 49	9	39	31	4	2	16
50 - 64	7	47	28	5	1	13
65 +	12	37	32	2	1	18
AREA						
Eur/Medf/Chic	11	41	27	3	5	14
Scrm/Stck/Rno	13	41	30	0	0	17
San Fran	8	39	32	4	1	17
Salins/Montry	0	31	38	11	4	16
Bakersfield	8	32	35	7	3	18
Barb/Mar/SLO	7	42	31	0	12	7
L.A.	9	41	31	4	1	13
S Diego/Yuma	11	37	34	4	0	14
INCOME						
<$10K	10	44	20	10	2	13
$10 - $20k	8	46	26	5	1	14
$20 - $50k	9	36	34	4	1	17
$50 - $75k	12	37	32	5	3	12
$75 - $100k	8	43	33	1	1	13
$100k +	9	43	33	2	0	13
*RACE						
Hispanic	11	42	31	5	0	11
African-American	15	43	30	3	2	7
White	8	39	34	3	1	15
Asian	18	39	29	3	1	12
SEX						
Male	8	37	34	4	2	14
Female	10	41	30	4	0	15

IF A SCHOOL VOUCHER PLAN MEANS PUBLIC SCHOOL FUNDING WILL BE REDUCED:

	Support	Oppose	Don't Know
VOUCHER SYSTEM			
Strongly Favor	61	30	9
Somewhat Favor	33	55	12
Somewhat Oppose	20	75	5
Strongly Oppose	10	86	4
AGE			
18 - 24	35	62	3
25 - 34	36	59	6
35 - 49	37	53	10
50 - 64	31	55	14
65 +	33	55	12
AREA			
Eur/Medf/Chic	36	59	5
Scrm/Stck/Rno	38	52	9
San Fran	30	58	12
Salins/Montry	39	52	9
Bakersfield	32	62	5
Barb/Mar/SLO	47	41	12
L.A.	38	54	8
S.Diego/Yuma	27	61	12
INCOME			
<$10K	29	55	16
$10 - $20k	43	48	9
$20 - $50k	35	57	8
$50 - $75k	31	59	11
$75 - $100k	34	59	7
$100k +	47	50	3
*RACE			
Hispanic	37	57	6
African-American	41	53	7
White	35	55	10
Asian	36	57	7
SEX			
Male	37	55	8
Female	33	57	11

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GRADES GIVEN TO CALIFORNIA PUBLIC SCHOOLS:

	A	B	C	D	FAIL	Don't Know
VOUCHER SYSTEM						
Strongly favor	4	25	37	23	6	5
Somewhat favor	4	37	40	11	4	3
Somewhat oppose	7	27	46	14	3	4
Strongly oppose	9	26	38	15	5	7
AGE						
18 - 24	2	36	42	13	3	3
25 - 34	6	31	36	18	2	7
35 - 49	8	32	37	16	5	1
50 - 64	4	25	42	16	7	7
65 +	3	22	43	15	6	10
INCOME						
<$10K	3	27	47	4	8	12
$10 - $20k	3	28	44	14	4	7
$20 - $50k	7	27	40	17	4	5
$50 - $75k	6	34	37	18	4	1
$75 - $100k	3	32	39	19	4	3
$100k +	4	37	35	13	9	2
*RACE						
Hispanic	6	33	40	13	5	3
African-American	5	20	41	21	8	6
White	5	29	39	17	5	4
Asian	3	40	39	12	1	5
SEX						
Male	4	28	42	18	4	4
Female	6	30	37	15	6	6

2. GRADES GIVEN TO CALIFORNIA PRIVATE/PAROCHIAL SCHOOLS:

	A	B	C	D	FAIL	Don't Know
VOUCHER SYSTEM						
Strongly favor	24	49	8	1	0	17
Somewhat favor	16	53	11	2	0	16
Somewhat oppose	10	29	17	2	0	42
Strongly oppose	10	40	13	6	1	30
AGE						
18 - 24	12	56	10	2	0	19
25 - 34	15	45	10	2	0	27
35 - 49	19	45	12	3	0	21
50 - 64	21	42	8	2	0	26
65 +	11	46	12	1	0	29
INCOME						
<$10K	4	42	20	2	0	31
$10 - $20k	20	35	12	3	0	30
$20 - $50k	15	47	9	2	0	27
$50 - $75k	16	53	13	2	1	14
$75 - $100k	22	52	4	4	0	18
$100k +	27	41	9	4	0	18
*RACE						
Hispanic	17	49	13	3	0	17
African-American	16	52	13	4	1	16
White	16	45	10	2	0	26
Asian	17	50	7	2	0	24
SEX						
Male	13	51	11	3	0	22
Female	20	41	11	2	0	20

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Policy Analysis for California Education

Attitudes of Specific Groups Towards Education and Vouchers

THOSE WHO WOULD BENEFIT LEAST FROM A SCHOOL VOUCHER SYSTEM

	Under-privileged	Middle Class	Upper Class	All Children	No Children	Don't Know
VOUCHER SYSTEM						
Strongly Favor	29	15	38	10	3	5
Somewhat Favor	37	18	36	1	0	8
Somewhat Oppose	53	20	22	1	1	3
Strongly Oppose	64	12	13	4	3	4
IDEOLOGY						
Liberal	48	11	32	2	1	5
Moderate	42	17	30	4	2	4
Conservative	35	18	29	6	2	9
AREA						
Eur/Medl/Chic	50	5	33	5	7	0
Scrm/Stck/Rno	39	14	34	7	0	7
San Fran	50	9	28	3	1	8
Salins/Montry	48	0	47	0	0	4
Bakersfield	45	15	22	7	3	7
Barb/Mar/SLO	47	14	17	7	7	7
L.A.	38	20	30	5	2	6
S.Diego/Yuma	37	19	37	2	1	4
INCOME						
<$10K	40	19	30	6	1	3
$10 - $20k	46	17	24	6	1	7
$20 - $50k	41	16	31	4	3	6
$50 - $75k	43	20	28	4	1	4
$75 - $100k	39	5	41	5	0	10
$100k +	47	12	24	1	4	11
*RACE						
Hispanic	37	21	29	4	2	6
African-American	45	11	34	4	1	6
White	41	16	30	5	2	7
Asian	38	22	33	2	0	5
SEX						
Male	40	17	32	4	2	6
Female	43	15	28	5	2	7

UNDER A SCHOOL CHOICE VOUCHER SYSTEM, PARENTS WOULD:

	Keep the Same School	Choose A Different School	Don't Know
VOUCHER SYSTEM			
Strongly Favor	54	41	5
Somewhat Favor	61	28	12
Somewhat Oppose	80	12	8
Strongly Oppose	75	16	10
PARTY			
Democratic	63	28	9
Independent	68	23	9
Republican	66	27	7
AREA			
Eur/Medl/Chic	66	24	10
Scrm/Stck/Rno	62	33	5
San Fran	70	22	7
Salins/Montry	43	46	10
Bakersfield	71	23	6
Barb/Mar/SLO	66	20	14
L.A	63	27	10
S.Diego/Yuma	54	36	10
INCOME			
<$10K	62	21	16
$10 - $20k	70	22	8
$20 - $50k	61	31	8
$50 - $75k	70	26	4
$75 - $100k	56	31	13
$100k +	69	31	0
*RACE			
Hispanic	58	34	8
African-American	63	27	10
White	65	26	8
Asian	57	28	15
SEX			
Male	66	25	9
Female	62	30	9

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* [illegible] for African Americans, Hispanics and Asians were derived from an oversample.

SUMMARY

PACE

Policy Analysis for California Education

Attitudes of Specific Groups Towards Education and Vouchers

CALIFORNIA ATTITUDES TOWARDS SCHOOL VOUCHERS AS A CONCEPT:

MINOR/MAJOR CHANGES	Strongly Favor	Somewhat Favor	Somewhat Oppose	Strongly Oppose	Don't Know
Provide Equal Education	30	27	16	23	4
With Minor Changes	22	36	14	23	5
A Major Overhaul	36	29	11	18	5
VOUCHER SYSTEM					
Strongly favor	100	0	0	0	0
Somewhat favor	0	100	0	0	0
Somewhat oppose	0	0	100	0	0
Strongly oppose	0	0	0	100	0
REGISTERED TO VOTE					
Yes	32	29	13	21	4
No	30	41	12	9	8
VOTE IN SCHOOL ELECTIONS					
Yes	31	24	13	27	5
No	32	38	13	12	5
PUBLIC EMPLOYEE/UNION					
Not public Employee	33	32	12	18	5
Union	27	29	12	30	2
Not union	29	27	17	23	4
PARTY					
Democratic	28	29	13	28	3
Independent	27	32	11	23	8
Republican	37	33	13	12	5
IDEOLOGY					
Liberal	23	30	15	25	6
Moderate	30	31	13	25	2
Conservative	39	32	12	13	5
RELIGION					
Protestant	35	27	15	19	4
Catholic	35	33	9	20	4
BORN AGAIN					
Yes	41	28	13	16	3
No	28	33	12	21	6

AGE	Strongly Favor	Somewhat Favor	Somewhat Oppose	Strongly Oppose	Don't Know
18 - 24	20	46	16	13	6
25 - 34	31	39	12	14	4
35 - 49	37	31	10	17	5
50 - 64	35	18	16	28	4
65 +	24	21	15	32	7
REGION					
Urban	31	31	12	19	7
Suburban	32	32	12	22	2
Rural	32	28	15	18	7
AREA					
Eur/Medf/Chic	53	25	0	23	0
Scrm/Stck/Rno	31	37	13	16	3
San Fran	29	30	11	26	4
Salins/Montry	23	16	18	38	4
Bakersfield	27	32	22	15	3
Barb/Mar/SLO	35	24	7	26	7
L.A.	33	30	13	18	6
S.Diego/Yuma	31	33	11	18	7
INCOME					
<$10K	31	24	11	22	13
$10 - $20k	29	41	14	13	2
$20 - $50k	31	30	13	22	5
$50 - $75k	29	33	16	19	4
$75 - $100k	32	35	9	18	5
$100k +	43	25	9	19	4
***RACE**					
Hispanic	30	38	10	18	5
African-American	34	30	10	22	4
White	33	27	14	21	5
Asian	33	33	13	13	8
SEX					
Male	32	34	12	16	5
Female	31	27	13	23	5

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* Results for African-Americans, Hispanics and Asians were derived from an oversample.

California Opinion Index

A Digest on How the California Public Views

The Public Schools

December 1992

Background

For almost fifty years surveys taken in California have documented residents' continuing commitment to public education. Even as the state has witnessed dramatic increases in its population, one of the more remarkable manifestations of public policy has been the way that Californians have continued to support ever larger allocations of tax revenue to maintain the public schools.

In recent years concerns have been growing about the myriad of problems facing the schools. The frequent, less than positive appraisals of the performance of the public schools stems in part from the public's strong desire to see the schools succeed and its frustration when they do not.

California's public school system faces some very daunting challenges. The state's rapidly expanding school age population is becoming increasingly diverse in its ethnic and racial composition. In many of the schools there are largely immigrant student bodies speaking a host of different languages, making the task of basic education very complex. And, this is occurring at a time when state and local government's ability to provide increasing financial resources to the schools are limited, as the economic recession has reduced tax revenues.

This report of the *California Opinion Index* explores public assessments of the job the schools are doing overall, appraisals of the job performance of teachers and school administrators, major problems facing the public schools, and attitudes relating to school funding and spending.

The results reported here come from a study of 1,256 California adults conducted by telephone in English and Spanish from October 3 to October 10. Some of the findings can be compared to a previous Field Institute survey of state residents conducted in July 1983. The current study was funded in part by the Association of California School Administrators and is intended to be the first of an annual evaluation of attitudes toward the state's public schools.

Findings in Brief

- Californians believe that the most serious problems facing the state's public schools today are funding cutbacks (41%), the quality of education, teaching/low standards (27%) and classroom overcrowding (24%). Next most frequently cited are low teacher pay (17%), too much crime in the schools (14%), the need for better facilities and supplies (11%) and drug abuse (11%).

- Californians are more likely to believe that the public schools in their own community are doing a good job than say this about all public schools throughout the state. Four in ten (39%) residents rate their own local public schools as doing an excellent or good job, 33% rate them fair, and 17% give them a poor or very poor rating. The public's perception of the job performance of all public schools throughout California is lower — 23% rate them excellent or good, 32% fair and 41% poor or very poor. Public appraisals of the job performance of both schools in their own community and throughout the state have improved somewhat since 1983.

- Public evaluations of the job performance of public school teachers and administrators in their own communities are also more positive than for teachers and administrators throughout California. Teachers receive the highest job ratings, followed by principals, school administrators, school superintendents and local school boards.

- About one in three Californians (32%) believes that too much money is spent on school administration and management, 29% feel about the right amount is spent, while 15% say that too little is spent in this area. However, the public grossly overstates the percentage of local school district budgets spent on administration and management. The average estimate of Californians surveyed is that 33% of all local school funds is spent on administration and management. The actual percentage is 13% statewide.

- The public also has a generally poor understanding of where California ranks among the 50 states in per pupil spending. The public's average estimate of where California ranks in per pupil public school spending is 25th, whereas California actually ranks 36th among the states.

- Although more than three in four Californians (77%) believe that California should rank above the national average in per student spending for the schools and a similar proportion (77%) favors spending an additional $750 or more per student to bring the state up to at least the national average, there is no consensus as to where these additional funds should come from. Spending more money for the schools by taking it away from other major state programs is supported by 48% and opposed by 39%. Another possibility, increasing taxes for the schools, is opposed by a 51% to 44% margin.

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Most Serious Problems Facing the State's Public Schools

Residents were asked to state in their own words what they believed were the most serious problems facing the public schools in California today. All answers were recorded verbatim and then grouped into general categories with similar responses. The most frequently cited problems are these: funding cutbacks (41%), the quality of education, teaching/low standards (27%), and overcrowding/classes too large (24%). Other frequently mentioned problems include the belief that teachers are underpaid (17%), too much crime in the schools (14%), need for better facilities and supplies (11%), and drug abuse (11%).

Most Serious Problems
Facing the State's Public Schools

Funding cutbacks	41%
Quality of education, teaching/low standards	27
Overcrowding/classes too large	24
Teachers are underpaid	17
Too much crime in the schools	14
Need for better facilities, supplies	11
Drug abuse	11
Inefficient administration	9
Not enough emphasis on the basics, the 3R's	8
Lack of discipline	7
Parents don't take enough interest, responsibility	6
Student apathy	4
Delinquency, dropouts	3
Racial, cultural tensions	2
Too many bilingual programs	2
Other	18

(Adds to more than 100% due to multiple mentions)

Overall Job Performance of Public Schools

Californians were first asked their overall impressions of how well the public schools are doing both statewide and in their own local community. The results show that residents are more likely to rate the public schools in their own community more favorably than all public schools statewide.

At present, 39% of Californians rate their own local public schools as doing an excellent or good job, 33% rate them fair and just 17% give them a poor or very poor rating. This compares to 23% who feel that the public schools throughout the state are doing an excellent or good job, 32% describe their performance as fair and 41% say they are doing a poor or very poor job.

This year's findings can be compared to the results of a similar statewide survey conducted by The Field Institute in May 1983. This comparison reveals that Californians' assessments of both the job performance of the state's public schools generally and the public schools in their own community have improved somewhat in the past ten years. In 1983 nearly half of the California public (47%) described the state's public schools as doing a poor or very poor job, whereas 41% say this now. In addition, while more than one in three (37%) felt the local public schools in their own community were performing poorly in 1983, the proportion who now feels this way has declined to 17%.

Overall Job Performance of the Public Schools

	In California		In your community	
	1992	1983	1992	1983
Excellent	4%	4%	11%	8%
Good	19	17	28	23
Fair	32	29	33	24
Poor	23	28	13	22
Very poor	18	19	4	15
No opinion	4	3	11	8

Quality of Public School Education Now vs. When Respondent Was in School

A majority of Californians (59%) believes that the quality of public school education in the state is worse today than it was when they were in school. This compares to 15% who feel it is about the same and 14% who believe the state's public schools have improved in overall quality.

As negative as these findings are, when this question was asked ten years ago Californians gave an even less favorable assessment. In 1983 two in three residents (66%) felt that the quality of public school education had declined compared to when they were in school.

Quality of Public School Education
Now vs. When Respondent Was in School

	1992	1983
Worse	59%	66%
Same	15	11
Better	14	14
No opinion	12	9

Ways in Which the Public Schools Have Declined

Those residents who felt that the quality of public schools had declined compared to when they were in school were asked to describe in their own words the reasons for the decline. The most often mentioned responses were cutbacks in school programs, materials, funds (28%), declining quality of teaching (22%) and not enough teachers/classes are larger (22%).

Other comments cited with some frequency are less emphasis on fundamentals (13%), not enough individual attention to students (12%), more school crime/violence (11%) and lack of student discipline (10%), teachers aren't paid enough (9%) and grading, graduation standards too lax (8%).

Ways in Which Public Schools Have Declined (among those reporting schools are worse now)

Cutbacks in school programs, materials, funds	28%
Quality of teaching has declined	22
Not enough teachers/ classes are larger	22
Less emphasis on fundamentals	13
Not enough individual attention to students	12
More crime, violence	11
Lack of student discipline	10
Teachers aren't paid enough	9
Grading, graduation standards are too lax	8
Lack of student interest	6
Poor administration	6
Parents aren't involved enough	6
Too many non-English speaking students	4
Not enough vocational training	2
School day, year is too short	2
Other	12

(Columns add to more than 100% due to multiple mentions)

Job Performance Ratings of Teachers and Schools Administrators

This year's survey included another question series designed to measure public perceptions of the job performance of various educational groups such as public school teachers and administrators. The overall sample of Californians were divided into two roughly equivalent subsamples, with one sample asked to rate how well each group was doing throughout California and the other was asked to assess the performance of each group in their own local community.

The results show that teachers and school administrators in one's own community are rated consistently higher than they are in the state overall, with teachers scoring the best, followed by principals, school administrators, the school superintendents and local school boards.

A majority (55%) of Californians currently rates the public school teachers in their community as doing an excellent or good job, while just 5% give them a poor or very poor rating. The remainder give teachers in their own community fair marks or have no opinion. The ratings given public school teachers throughout California are slightly less positive, with 52% rating them excellent or good and 12% poor or very poor.

Almost half (45%) of the public rates the public school principals in their own community positively, while just 6% give them negative ratings. Public school principals throughout California are given somewhat lower marks, with 37% rating them excellent or good and 12% poor or very poor.

Slightly more than one in three residents (35%) rate the public school administrators in their own community as doing an excellent or good job, while about a third as many (13%) give them negative marks. Attitudes toward public school administrators in California as a whole are more mixed, with 23% rating them positively and 29% negatively.

School superintendents in one's own community are perceived in generally favorable terms, with 31% of the public giving them excellent or good job performance ratings, and 10% rating them poor or very poor. On the other hand, school superintendents throughout California are rated more negatively than positively, receiving 19% excellent or good ratings and 26% poor or very poor marks.

Public assessments of the local school board in their own community are similar to those given local school superintendents — 31% excellent/good and 12% poor/very poor. The job appraisals of local school boards throughout California are more evenly divided, with 24% giving them positive marks and 24% negative marks.

Top Performance Ratings of Teachers and School Administrators

	Excellent/ good	Fair	Poor/ very poor	No opinion
Public school teachers				
In your community	55%	23	5	17
In California	52%	28	12	8
Public school principals				
In your community	45%	27	6	22
In California	37%	37	12	14
Public school administrators				
In your community	35%	31	13	21
In California	23%	36	29	12
School superintendent(s)				
In your community	31%	30	10	29
In California	19%	39	26	16
Local school board(s)				
In your community	31%	33	12	24
In California	24%	39	24	13

School Spending on Administration and Management

Survey respondents were asked their opinions about the amount of money spent by the public schools on administration and management. Statewide, about one in three (32%) believes too much is being spent, 29% feel about the right amount of money is spent in this area and 15% say that too little is spent on school administration and management. Another 24% have no opinion.

When asked to estimate what percentage of their local school district budget is spent on administration and management spending, the average (median) estimate given by the public is 33%. This is considerably higher than the 13% of local school district budgets statewide actually spent on administration and management during the past year, according to the Association of California School Administrators.

Opinions regarding spending on administration and management vary depending on whether the respondent has or doesn't have a child in the K-12 schools. Californians who do not have children in the schools are much more likely than others to feel that too much is spent on school administration and management. For example, 37% of those who do not have children in the public schools believe too much is spent on school administration and management, compared with 21% of those with children in the schools.

School Spending on Administration and Management

	Statewide	Child in school	No children in school
Too much	32%	21%	37%
About right	29	38	23
Too little	15	21	12
No opinion	24	20	28
% of total budget spent on school adm.			
Average (median) estimate	33%	33%	30%
Actual	13%	NA	NA

(NA: Not Applicable)

Perceptions of Where California Ranks in Per Student Public School Spending

Perceptions of California's ranking among the 50 states in per pupil spending vary widely. Currently 13% believe the state ranks among the top 10 states in per pupil spending, 28% thinks the state ranks between 11th and 25th, 24% believe California ranks in 26th – 40th place, while 17% believe the state is among the bottom ten states in the country. Another 18% cannot make an estimate. Thus, the public's average (median) estimate is that California ranks 25th, near the national average.

According to the National Education Association and the California Department of Education, California's actual ranking in per pupil spending is much lower — 36th for the 1991-92 school year, the most recent year where comparative data among the states are available. Thus, just 24% correctly place California in the general range of its true ranking, whereas 41% believe the state actually ranked higher than it does, and 17% think it ranks lower than it really does.

Ten years ago the public's accuracy in estimating where California ranked among the 50 states in per pupil spending was no better. At that time the public's average (median) estimate was that California ranked 18th among the states, whereas it actually placed 31st at the time.

Perception of Where California Ranks in Per Student Public School Spending

	1992	1983
Among the top 10 states	13%	32%
11th – 25th	28	27
26th – 40th	24	18
Among the bottom 10 states	17	12
No opinion	18	11
Average (median) estimate	25th	18th
Actual	36th	31st

Where California Should Rank in Per Student Public School Spending

Nearly half of all Californians (48%) believe that it should be the state's goal to be among the top-ranking states in per student spending for the public schools and 29% say the state should place itself somewhat above the national average in per student spending. Another 13% feel per student spending for the public schools should be near the national average, whereas just 3% believe it should be below average or among the low ranking states.

When this same question was asked in 1983 a somewhat larger proportion of residents (58%) felt the state's goal should be to place among the top-ranking states in per student spending for the schools.

Where California Should Rank in Per Student Public School Spending

	1992	1983
Among the top-ranking states	48%	58%
Somewhat above average	29	26
Near average	13	12
Somewhat below average	2	1
Among low-ranking states	1	1
No opinion	7	2

Bringing California's Per Student School Spending to the National Average

Respondents in the survey were asked their opinions as to whether California should spend the amount needed ($750 more per student) to bring the state's per student school spending levels up to the national average. Opinions on this question are very supportive. In fact, over a third (39%) of residents believe that *more than the $750* per student needed should be spent and 38% say that spending increases of $750 per student should be made to bring the state to the national average. Just 13% feel that less should be spent.

When the same question was posed in 1983 (when the amount needed to bring the state to the national average was $300 per student), 30% said that more than this amount should be spent, 47% felt that spending increases should be made to bring the state up to the national average, whereas 15% felt less should be spent.

Bringing California's Per Student Spending to the National Average

	1992	1983
Spend more than amount needed ($750)($300) for national average	39%	30%
Spend about the amount needed ($750)($300) for national average	38	47
Spend less than amount needed ($750)($300) for national average	13	15
No opinion	10	8

School Funding Alternatives in Light of State's Budgetary Problems

Four proposals were offered to survey respondents regarding what the state should do about school spending in light of the state's budgetary problem. These proposals included: (1) a possible tax increase for the schools, (2) taking money away from other state programs, (3) deferring school spending increases until the state is in better financial condition and (4) holding the line on school spending at current levels.

Just one of the four proposals receives a plurality of public support at this time — spending more money for the public schools by taking it away from other major state programs. At present, 48% favor this approach, 39% are opposed and 13% have no opinion. These findings are similar to the distribution of responses given in 1983 when a similar question was posed.

Two of the other proposals are currently opposed by roughly five to four margins. These include the idea of increasing taxes to provide more money for the public schools (51% oppose vs. 44% in favor) and postponing spending any additional large sums of money for public schools until the state is in better financial condition (53% opposed and 40% in favor). Public support for a tax increase has declined since 1983, when 62% supported this approach and just 35% were opposed.

The proposal with the lowest level of public support is not spending any more money on the public schools than currently. Only one in three Californians (34%) favor this approach, while 59% are opposed. In 1983, this proposal was rejected by an even wider margin — 22% in favor and 75% opposed.

School Funding Alternatives in Light of State's Budgetary Problems

		Favor	Oppose	No opinion
Spend more money for public schools by taking it away from other major state programs	1992	48%	39	13
	1983	48%	42	10
Increase taxes to provide more money for public schools	1992	44%	51	5
	1983	62%	35	3
Postpone spending any additional large sums of money for public schools until the state is in better financial condition	1992	40%	53	7
	1983	39%	56	5
Spend no more money on public schools than is now being spent	1992	34%	59	7
	1983	22%	75	3

Information Sources About the Public Schools

Newspapers are the most frequently mentioned source of information about the public schools. Half of the public (50%) say they typically consult newspapers when seeking information about the public schools. Next most frequently cited are television news (35%), information from teachers, school officials and school bulletins (29%) followed by information from parents, friends or relatives (23%).

Information sources differ for households with school age children from those with no school age children present. For example, among Californians who have children in the schools, information from teachers, school officials and bulletins is much more common as is obtaining information from their own or other children. On the other hand, persons without children in the schools are more likely to rely upon newspapers and television news for information about the public schools.

Information Sources
About the Public Schools

	Statewide	Child in school	No children in school
Newspapers	50%	43%	54%
TV news	35	26	41
Teachers, schools officials, bulletins	29	48	17
Parents, friends, relatives	23	20	25
From children	14	22	10
Radio news	10	9	11
Magazines/periodicals	10	9	11
Other	6	9	3
No answer	8	4	9

(Columns add to more than 100% due to multiple mentions)

About The Field Institute

Background

The Field Institute is a non-partisan research organization supported by business, academic institutions and the communications media for the purpose of conducting public opinion research on a variety of social and political issues. The Institute undertakes regularly scheduled opinion and attitude surveys each year on a variety of topics as well as *ad hoc* studies in California, its primary area of focus. Revenue received by The Institute goes entirely toward covering the cost of its operations, in disseminating its reports and in reviewing other socially important subjects. It is a not-for-profit organization.

The Institute's services are available to all sectors of the public. In addition to its own ongoing research programs, it accepts research contracts from public or private organizations or from individuals. All data from Institute studies are archived for use by scholars, policy makers, and other persons or organizations interested in the findings. Archived data sets are available from more than 200 studies conducted by The Field Institute and *The Field Poll* since 1956. Printed reports published from 1947 through the present are also available.

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The Field Institute was established with funds and support from Field Research Corporation. FRC has contributed to The Institute all of the operations of *The Field Poll*, including its data archive going back to 1947. FRC's staff of more than seventy-five full-time professional and operations people, together with its large corps of experienced interviewers and its extensive in-house computer capability, provides basic data gathering and data processing services for The Institute on a sub-contract basis.

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Officers of The Field Institute are Mervin Field and Mark DiCamillo.

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